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and the Broadcasting Board of Governors
Office of Inspector General

Report of Inspection

Embassy New Delhi, India

Report Number ISP-I-05-21A, July 2005

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KEY JUDGMENTS

- Embassy New Delhi and its constituent posts skillfully manage the complex and growing U.S.-India relationship. They appropriately focus on potential U.S. benefits from expanding economic ties and cooperation in space, civilian nuclear energy, high-technology trade and missile defense. The embassy is committed to moving this strategic partnership forward within a nuanced framework that ensures India's compliance with global nonproliferation.
- Managing the growth in the U.S.-India relationship without expanding the U.S. government's physical facilities in India is difficult. Construction is beginning for a new consulate compound in Mumbai and a major addition to the embassy annex in New Delhi. Recent renovations to the consular facilities in Chennai added critical space, but more is needed. Planning continues for the reallocation of the space already available in Chennai and at the new compound in Mumbai, and that effort would benefit from the expertise of a professional space planner.
- If the mission in India is to address the growth in consular services systematically, attention must be paid to consular support by all mission elements and the Department over the next several years. Without a creative response to the growth in consular services, the mission risks focusing on visa services to the detriment of all other issues in its mission performance plan (MPP).
- Despite all of the projected expansion, the U.S. government must begin serious planning for the opening of a new consulate in a fifth Indian city very soon. OIG supports the embassy's choice of Hyderabad for this expansion and believes preliminary planning must begin now.
- As the embassy consolidates its functions at compounds throughout India, the future of the American Centers is in doubt. These centers have been a mainstay of U.S. public diplomacy in India for decades. OIG heard compelling arguments in Washington and New Delhi that call for the center in New Delhi to be housed in a leased facility accessible to Indian users. OIG agrees in principle and has pressed Embassy New Delhi, in coordination with the Bureau of South Asian Affairs, to make the strategic case for this option.
- Staffing will need to grow in India. However, the MPP's request for more than 30 additional positions is unrealistic. The embassy must prioritize its staffing requirements, focusing on shortages in (b) (2)(b) (2)(b) (2) consular affairs, and public diplomacy.

- The U.S. India Fund, begun in 1987, and its related Interim Fund have together made nearly \$15 million available to programs that have since expired. The embassy needs to work with the Indian government to create a mechanism that will effectively use these residual funds to further current U.S.-India priorities.

The inspection took place in Washington, D.C., between January 3 and 31, 2005, and in New Delhi, Calcutta, Chennai, Mumbai, Hyderabad, and Chandigarh, India, between February 5 and March 22, 2005. Ambassador Vincent Battle (team leader), William D. Cavness, Jr. (deputy team leader), William Belcher, Brian Blood, James Davies, Leslie Gerson, Richard Jones, Eric Klanderman, Norbert Krieg, Andrea Leopold, Brian Mohler, Jennifer Noisette, Jim Peters, and Robert Torres conducted the inspection.

CONTEXT



Few relationships are more important to the United States than that with India, and some see U.S.-India relations as stronger today than at any time since India became independent in 1947. This reflects a recent fundamental transformation in the relationship that appears to have weathered the storm of India's change of government in early 2004. What had been a muted pantomime of diffidence and suspicion has become a lively dialogue of converging interests

and growing confidence. The robust bilateral relationship was illustrated by Secretary of State Rice's successful visit to New Delhi during the inspection. She will be followed later this year by the Secretaries of the Treasury, Transportation, and Energy, and a Presidential visit is possible late in 2005. The challenge for Embassy New Delhi and its three constituent posts is to nurture the relationship that has emerged and shape what the Ambassador characterizes as a "crucial partnership" for the Twenty-first Century. In former Secretary Powell's words, "A thriving, peaceful, democratic India is taking its place on the world stage, and the United States looks forward to acting in close partnership with her."

With its educated, dynamic population, growing economic power, and strong leadership, India is emerging as a confident and assertive global and regional force that increasingly perceives the United States as a partner in securing peace and stability in South Asia. The transformation in U.S.-India relations, and the expanding influence of the United States in the area, enabled the United States to effectively defuse the Kashmir crisis between India and Pakistan, which had brought the two countries close to war in 2002, and to engage both countries in support of their efforts at rapprochement. The United States also sees some value and risk in enhancing India's ability to manage crises affecting its regional partners: Nepal, Sri Lanka, Bangladesh, and Afghanistan. Of immense significance is India's commit-

ment to cooperate with the United States in the war on terrorism. This commitment has led to greater diplomatic coordination and intelligence sharing between the two governments and a quantum leap in law enforcement cooperation. The United States and India have also made real progress in strengthening military-to-military ties via joint exercises and greater interoperability.

Although India began moving away from economic protectionism over a decade ago, it still must work to reduce corruption, fix inadequate infrastructure, streamline its bureaucracy, protect intellectual property, and remove tariff and non-tariff barriers. Nonetheless, India has advanced steadily toward economic liberalization, sustainable growth, and integration into the world's economy. It is now the third-largest economy in Asia, and U.S. economic engagement, through the bilateral Economic Dialogue, aims at continued improvement in India's economic governance. The U.S. development focus, as reflected by a hefty aid program, is on the intractable challenges of fostering growth, eradicating poverty, protecting the environment, improving health conditions, curbing drug transshipments, and eliminating trafficking in persons. The United States is also working to enhance its economic and commercial ties with India. Today, the United States is India's most important trading and investment partner, but much remains to be done to clear away legacy trade disputes, increase U.S. investments, and provide better market access for competitive U.S. goods and services. Much of the excitement focuses on India's successful and multi-faceted information technology sector, which has big-name U.S. corporate participation at virtually every level. U.S. interest in the services sector has also been high, with steep growth in the number of U.S. financial and insurance companies in India.

Sustaining Indian cooperation for nuclear non-proliferation and export controls remains a key part of the U.S.-India relationship. The 2004 agreement on promoting high technology commerce between the United States and India - part of the Next Steps for Strategic Partnership (NSSP) policy initiative - is testament to progress toward these competing goals, but the way forward is still challenging. A coordinative challenge for the embassy is to effectively bring together success in non-proliferation and expanded collaboration in civilian nuclear energy, commercial space programs, high technology trade, and missile defense.

People-to-people links between the two countries have remained strong, even during the low ebb in bilateral relations in the late 1990s. The robust flow of new immigrants from India to the United States continues, and India is now the United States' second biggest source of legal immigration and naturalization. Two million Americans trace their backgrounds to India, and nearly 80,000 Indians are studying in the United States. Many Indian immigrants in the United States have achieved

success and wealth, and the group's political clout is growing. Not surprisingly, the impact of immigration has been felt in visa work, and consular workloads have skyrocketed. Taken together, the four consular posts in India are among the largest U.S. consular operations worldwide.

The rapid growth in the U.S.-India relationship has put immense pressure on existing embassy resources. The work force at the embassy and its constituent posts is large, with 337 Americans and nearly 1,500 locally employed staff (LES). Of these, the Department alone has in just the past two years added 30 new, U.S. direct-hire American positions, mostly in the consular area, and 41 LES positions. Other agencies at post are also clamoring for increases, as reflected in the MPP. Despite an active plan to renovate existing facilities and build new ones, the mission's physical plants in New Delhi, Mumbai, and Chennai are under great strain from increased workloads. Already, the embassy's MPP seeks authorization for opening an American presence post (APP) outside of the four cities where the Department now has offices. Given the central importance of the U.S.-India relationship, the pressure for expansion will surely intensify.

Embassy New Delhi, in conjunction with the Bureau of South Asian Affairs, also oversees the relationship with the Kingdom of Bhutan even though the United States and Bhutan have not yet established formal diplomatic relations. Although no one at the embassy is accredited to Bhutan, the Ambassador and other staff members have visited the country. Internal political reforms in the kingdom have begun. The United States continues to focus much of its Bhutan-related efforts on the return of more than 100,000 Bhutanese refugees, many of ethnic Nepalese origin, who fled Bhutan in the face of the monarchy's decade-old campaign to preserve the Bhutanese character of the kingdom.

EXECUTIVE DIRECTION

The leadership team at Embassy New Delhi is strong. OIG was repeatedly told by embassy employees that the Ambassador and the deputy chief of mission (DCM) make up the strongest front office team these employees have ever worked with during foreign affairs careers. Everything OIG saw during its stay in New Delhi substantiates this assessment. The Ambassador, a non-career professional who has broad experience in international economic policy, finance, and management gained in the United States and abroad, came to New Delhi 14 months ago determined to craft a strong team that would shake off some of the malaise of earlier days. The DCM, a career diplomat with Washington savvy, analytical skills, and strong qualities of leadership preceded the Ambassador by several months and was on-message from the outset. The two intentionally and successfully created an open, collegial, empowering operating environment that maximizes the talents and know-how of senior staff and reaches out to the entire official community.

The Ambassador's background in international economic policy and finance has naturally propelled him toward a dynamic role in boosting economic relations between the United States and India. This intense focus is appropriate and timely, given the opportunities for strengthening economic ties with India now that its economy is booming and liberalizing. There remain some legacy trade disputes, particularly in the energy sector, that cause some irritation and the ambassador continues to seek solutions to these. At the same time, he has turned his immense energy and expertise to an economic dialogue with India aimed at maximizing the benefits available to U.S. corporations from doing business there. The executive office's mobilization of the mission's interagency economic team around this effort is exemplary. Its efforts include advocating and supporting major structural reform, expanding access to the defense market, boosting U.S. exports from small- and medium-sized enterprises, and protecting such mainstays as U.S. almond exports from bogus non-scientific trade barriers. The Ambassador and DCM provide comprehensive and rigorous oversight of these activities.

Also central to the executive office's agenda is the strategic partnership that frames the Administration's approach to India. The next steps in this strategic partnership follow a nuanced and phased process involving well-defined, reciprocal commitments. Getting there, however, is hard work. In the words of one Washington official, crafting the strategic partnership with India has exposed a "policy fault

line” within the U.S. government. On one side of the fault line are those who see India as a scientific powerhouse with the potential for cooperation in the areas of civilian aerospace, civilian use of nuclear energy, high-technology trade, and missile defense. On the other side are those who argue that India must adhere strictly to the global non-proliferation regime and impose effective export controls on sensitive technologies before moving forward. The Ambassador and the embassy team have demonstrated a deft agility in maneuvering along this fault line. Communications with the Washington protagonists are uneven, however, and the embassy sometimes finds itself alone and out in front in advocating for this strategic partnership. At the same time, the embassy’s message to India is clear: India must do its part to ensure that export controls and safeguards are in place to eliminate the risk of nuclear proliferation. Here again, the executive office has mobilized an impressive interagency approach via the high technology working group. OIG attended a regular meeting of this group, which is chaired by the DCM, and found compelling expertise, objectivity, flow of information, and collegiality.

The DCM has experience in policy-making within the Department, a keen analytical mind, an engaging manner, and a genuine concern for employees’ well-being and inclusion. He maneuvers as effectively with Indian officials as with the enormous American and Indian work force, he is very good at his job, and has the respect and admiration of all his colleagues. OIG observed his skill at chairing staff meetings and also found his knowledge of even highly technical issues to be prodigious. This ease he exhibits with the substance of a meeting allows him to steer the discussions toward policy relevance, coordination of effort across agencies, and the appropriate involvement of the executive office. He has embraced the need to work with the new International Cooperative Administrative Support Services (ICASS) chairman to jumpstart the ICASS process, and has authored an effective professional development program for entry-level personnel. The bottom line: The embassy benefits from his strong performance.

CONSTITUENT POSTS

Relations between Embassy New Delhi and the constituent posts are less successful than within the country team. Personnel from the constituent posts are linked via digital video conferencing (DVC) to allow their active participation with the country team several times per week; they also participate in other, more focused meetings as the need arises. OIG participated in a number of these DVC sessions and found the inclusion of personnel from constituent posts is admirable and helps keep lines of communication open. The timing of the weekly all-hands

meeting, however, clashes with the peak hours for consular interviewing. This reduces the chance for many entry-level officers to participate in broader mission discussions and has contributed to their feeling a sense of distance from the main-stream of the mission.

There are management weaknesses at some of the constituent posts that could benefit from stronger oversight from Embassy New Delhi. For instance, team-building efforts are less evident in the consulates. The drive, engagement, and vision of Embassy New Delhi's leaders are not seen to the same degree in Mumbai and Chennai. As currently run, each section at the constituent posts operates through direct links to its parent section in New Delhi, a highly stove-piped structure. This works reasonably well for day-to-day operations, but often involves only the section head, with no flow-through of information to others in the section or to colleagues with relevant collateral interests. OIG found strong communication and coordination between Embassy New Delhi section chiefs and the constituent posts' sections dealing with consular affairs, public diplomacy, security, and economics. But the executive office's success in molding a strong team in New Delhi has not been replicated at the constituent posts. Constituent post visits by the Ambassador and DCM are infrequent and often focus on particular events in the consular district that neither require nor involve stops at the consulates. Time and budget constraints help explain this situation, but the executive office must increase its visibility and activism among employees at constituent posts.

ENTRY-LEVEL PROGRAM

The executive office, in conjunction with entry-level personnel, has a professional development program aimed at all first- and second-tour generalists and specialists in New Delhi and the three constituent posts. The program is described in detail in a May 2004 memorandum from the DCM. In the cover e-mail that transmitted this memorandum, the DCM noted the effort to bring together in one document all the mission programs that enhance new employees' career growth and development. The DCM said he was open to new ideas and would set up an entry-level committee to ensure active participation in shaping these initiatives and administering program activity.

The career development program has five components: mentoring, job exchanges, a speaker program, public outreach, and participation in mission-wide activities. These are some of the facets of the program:

- The mentoring program parallels one run by the Bureau of Human Resources at the Department. The program is optional and is in addition to the social and functional sponsors provided to all new employees in India. Employees are generally paired with a senior officer in his or her cone or area of specialization.
- Under the job-exchange program, employees can arrange temporary-duty assignments of up to a month in one of the other posts in India. The burden for making the arrangements falls on the officers seeking such an exchange, and travel costs can be an impediment. Nonetheless, participants have found the exchanges very beneficial.
- The speaker program involves monthly guest appearances by senior department officials and has featured Under Secretaries, Assistant Secretaries, and former Ambassadors. The program also envisions brown-bag sessions, where the DCM, agency or section heads, or others will hold informal discussions. Entry-level personnel who are at the posts away from the speaking venue can participate via digital video-conferencing.
- As part of public outreach, entry-level personnel are encouraged to seek opportunities to do public speaking in India. The assistant cultural affairs officer is specifically designated as the coordinator for this program element.
- Entry-level personnel are encouraged to participate in mission activities that are outside of their day-to-day responsibilities and are welcome to attend country team meetings as often as possible. An entry-level representative sits on all embassy functional committees. They are also encouraged to work as site or control officers for high-level visitors and delegations, to seek out special reporting projects, and to take advantage of the post's language program.

OIG found the program to be well articulated. Entry-level activists described it as a work in progress that has brought some benefits to participants. Participation is uneven, however. Budgetary constraints have affected the ability to travel, and therefore, to set up exchange programs and do meaningful outreach throughout the consular districts. The press of work has also limited individuals' opportunities to participate. Fewer specialists than generalists appear to take advantage of the program, and although the program is not New Delhi-centered, it is harder to keep entry-level personnel in the constituent posts fully engaged. Nonetheless, this program has the strong interest of the DCM and the principal officers and the enthusiasm of program beneficiaries.

SPACE AND FACILITIES

The embassy occupies three, large government-owned facilities in New Delhi. In the suburban diplomatic zone, a 28-acre compound contains the chancery, Ambassador's residence, related facilities, and the west annex, which houses the consular section, the offices of U.S. Agency for International Development (USAID), the health unit, and several administrative offices. A second adjacent compound, called the enclave, houses 54 residential units; the Marine security guard quarters; the commissary, restaurant, and recreation facilities of the American Community Services Association (ACSA); warehouses; utilities; and domestic servants' quarters. In downtown New Delhi, a 20-minute drive from the chancery, a five-story building called the American Center, contains the Information Resource Center (library), most offices of the public affairs section, and the offices of the Library of Congress, the Commercial Service (CS), the Centers for Disease Control and Prevention, Bureau of Immigration and Customs Enforcement, and Voice of America's (VOA) technical monitoring office.

The Bureau of Overseas Buildings Operations (OBO), in close consultation with Embassy New Delhi, has a long-range facilities plan (LRFP) to accommodate embassy growth over the next ten years. The ten-year funding plan that accompanies the LRFP projects a total cost in excess of \$40 million. An OBO space-planning team, which visited Embassy New Delhi just weeks before OIG's arrival, drew up its plan to achieve these objectives:

- Settle issues related to growth in the consular function,
- Relocate all offices housed at the American Center,
- Relieve overcrowding and plan for expansion,
- Solve the enclave compound's security problems related to setback and access control, and
- Resolve fire-safety issues.

OBO aims to resolve all issues that it can in the next three years and to plan and budget for normal life-cycle renovations in the medium and long term.

OBO's visit helped resolve a number of outstanding issues, and the embassy hopes to be able to launch the projects identified in the first phase of the plan. At this stage, three issues particularly concern the embassy's executive office. They are:

building to ensure that there is adequate workspace for all sections, including consular. For the future, the consul general foresees building a new consulate building on government-owned land to be bought in the southern part of Chennai by 2010. OIG believes this target is premature. There is adequate space for reasonable expansion at the current property, which has a long-term lease. Were new land to be purchased, however, the move of the American Information Resource Center to a secure, free-standing facility would be the best alignment of U.S. government resources in Chennai.

MORALE

India is as hard a place to live in as it is fascinating and exotic. It is not surprising, therefore, that there are those at the embassy who love living and working in India and those who find it a real struggle. The executive office team, including the principal officers at constituent posts, is committed to efforts to keep morale high. The welcome cable sent by the Ambassador to new arrivals is sincere. Furthermore, the Ambassador, DCM, and principal officers try to participate often in community events. Embassy New Delhi has an active employees' association American Community Services Association (ACSA) that offers an array of on-compound services that provide some of the comforts of home. For example, the bowling alley is a real surprise. However, the commissary run by the association does not get high marks; employees at constituent posts complain about the meager commissary and canteen facilities. The community liaison offices (CLO) in New Delhi, Mumbai, and Chennai are active and provide opportunities for individuals to explore India without too many hassles. The embassy has travel contractors on the compound who are committed to making India accessible, although OIG heard complaints about the travel contractor in Mumbai. The biweekly CLO newsletter, *India Ink*, is comprehensive, although possibly too lengthy, and it clearly notifies the New Delhi community of upcoming activities. In both Mumbai and Chennai, the recreational facilities at the principal officers' residences are available for use by all staff members and their families. In Calcutta, all staff members live on the consulate compound adjacent to the offices and recreational facilities.

A constant employee complaint is ill health arising from gastrointestinal distress, but the embassy health unit does a good job of inculcating good health practices. (Medicine for gastrointestinal diseases is dispensed free but most employees lose time from work because of stomach ailments.) The medical officer is trying to find funds to bring an expert from the Centers for Disease Control and Prevention's epidemiological intelligence unit to help better understand the link

between behavior and gastrointestinal distress among expatriates. The medical care available to employees and eligible family members at the constituent posts is much less comprehensive than at the health unit in New Delhi and concerns the staff. The medical arrangements in Mumbai are in flux, with new, local-contract physicians getting mixed reviews.

Housing in New Delhi is a basis for widespread complaint and low morale. Here again, there is a range of views. Some say it is “the worst housing I have ever seen.” Others say “It is the housing that keeps me sane.” Generally those living on-compound are satisfied, despite the construction noise and hordes of non-residents who have access to the compound. The predominant view of the mid- and entry-level personnel in off-compound housing is that the housing pool is old, small, and ill maintained. Both the General Services Office and the facilities maintenance office come in for heavy criticism because of the ineffectiveness of the work of repair crews, which must repeatedly return to fix the same problem. Many employees remember with annoyance their lengthy stays on arrival in temporary quarters, stays that sometimes stretched into months. By and large, employees at constituent posts have satisfactory housing, and move to permanent housing more quickly than employees in the capital.

An additional employee concern is the environmental pollution that characterizes Indian urban centers. Air pollution is particularly bad in the summer. There is little the embassy can do about this issue in the short term, although USAID is actively involved with India in upgrading environmental protections.

The tours of duty (TOD) and post allowances for posts in India vary for reasons that are neither clear nor compelling. New Delhi and Chennai have post differentials of 20 percent, with three-year TODs involving two rest and recuperation (R&R) leaves. Mumbai and Calcutta are 25 percent differential posts, but Mumbai has three-year TODs involving two R&Rs and Calcutta has two-year TODs with one R&R. There, a third year is rewarded by a service-needs differential of an additional 15 percent. The large number of entry-level personnel in all posts in India means that many employees already have two-year TODs. Both Chennai and Mumbai have asked the Department to amend the TOD to two years, with the possibility for third year extensions, but no action has occurred. OIG agrees. Shorter TODs are warranted, and standardization across the Indian posts makes sense.

Recommendation 1: Embassy New Delhi, in coordination with the Bureau of Human Resources and the Bureau of Administration, should develop, and the Department should implement, tour of duty and allowances policies that rationalize the tours of duty and allowances across all four posts, reducing the standard tour of duty in India to two years with one rest and recuperation break. (Action: Embassy New Delhi, in coordination with M/DGHR and A)

U.S. GOVERNMENT PRESENCE IN HYDERABAD

In its FY 2006 MPP, Embassy New Delhi asked for the creation of an American presence post (APP) in Hyderabad (in the Chennai consular district). As proposed, one American public diplomacy officer and one LES would focus on Muslim outreach, provide limited American citizens services (ACS), and boost U.S. exports. OIG discussed the Hyderabad proposal with representatives of Washington agencies and with representatives of Embassy New Delhi and Consulate General Chennai. OIG also visited Hyderabad. If established, this would be the first APP in India. (There are APPs in France, Egypt, and Canada.)

India's sixth largest city, Hyderabad has a population of nearly 6 million and is the capital of Andhra Pradesh state, one of the most economically progressive states in India. Hyderabad, like Bangalore, has become a center for India's booming information technology (IT) industry. The city is also the legal, generic-drug manufacturing center of the world, and there are major biotech and pharmaceutical research facilities locally. As a result of the IT, commercial, and research activity, Hyderabad is home to a growing number of American companies, such as Microsoft, and hosts a private international school catering to expatriates.

The United States has had a long and favorable connection with Hyderabad. For decades, one of the largest U.S. Information Services (USIS) libraries, the American Studies Resource Center, operated at a local university. However, U.S. support ended in 1995, and there is now only a limited U.S. government presence in Hyderabad: FCS has an office staffed by an LES in leased commercial quarters, and the Centers for Disease Control and Prevention plans to set up an office with American and local staff to monitor HIV/AIDS developments in central India. Hyderabad is also home to a strong, traditional Muslim community that comprises more than one third of its population.

Embassy New Delhi and Consulate General Chennai justify the APP proposal by arguing that the current practice of periodic visits from officers stationed hundreds of miles away in Chennai makes it difficult to serve the growing number of American high-tech companies in Hyderabad. Furthermore, the city can only be quickly reached by air; congested highways and the distance between Hyderabad and Chennai make car travel impractical. A growing number of high-level U.S. officials, including President Clinton in 2000, have visited Hyderabad. This should increase as Hyderabad's air links with the world expand, due to implementation of the Open Skies Agreement. A world-class, international airport is now under construction in Hyderabad and will open in 2008. Consulate General Chennai reports that residents of Andhra Pradesh state, including Hyderabad, account for 35 percent of the consulate general's heavy and growing nonimmigrant visa (NIV) workload. This workload includes students, employees of U.S. companies in Hyderabad traveling on business or training, and relatives of the nearly two million Indian-Americans, many of whom emigrated from central India. There is also considerable visa fraud in this part of India.

Bangalore, west of Chennai, has been suggested as a site for an official U.S. presence in south India. Like Hyderabad, it is attracting considerable U.S. commercial interest. There is an FCS post in Bangalore staffed by an LES. Although Bangalore has a slightly larger population than Hyderabad, U.S. interests there can be adequately served by the Consulate General in Chennai, which is only a few hours away by recently improved highways.

In light of the need for expanded visa processing facilities, the heavy future U.S. involvement in India's IT and high technology industries, and the desirability that public diplomacy efforts reach a sizable influential Muslim population, OIG believes establishing an APP in Hyderabad would not be enough and that the Department should in the near future establish a full-service consulate there instead.

Recommendation 2: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs (SA), should undertake a feasibility study for establishing a consulate in Hyderabad, exploring fully the major resource implications, with a target date for establishing such a consulate of no later than 2008. (Action: Embassy New Delhi, in coordination with SA)

operating budget is drawn from income from the endowment plus a matching contribution from the government of India. Embassy New Delhi is not directly involved in the administration of the Forum, although the science counselor participates actively on behalf of the United States. A governing body composed of seven members from India and seven from the United States runs the Forum.

According to policy documents, the Bureau of Oceans, International Environment and Scientific Affairs (OES) administers the USIF and the Interim Fund. The Secretary of State delegated the authority to approve allocations from the funds to OES and what was then the U.S. Information Agency. Embassy New Delhi's financial management officer is responsible for the accounting. There is an allocation in the Interim Fund for embassy administrative expenses for accounting and in the USIF for administrative expenses of the embassy's science office.

At the Ambassador's request prior to the OIG team's arrival, the embassy's financial management officer conducted a comprehensive study of the USIF and the Interim Fund. The study shows that the USIF has ten U.S. government agencies with programs still active and the Interim Fund has six U.S. government agencies with programs still active and has outstanding funding obligations of approximately \$5.9 million. More surprisingly, there is approximately \$3.4 million in the USIF accounts from expired programs and \$11.2 million in the Interim Fund from expired programs and unobligated interest. This nearly \$15 million represents a valuable resource for furthering U.S.-Indian relations and should not sit idle.

USIF, the Interim Fund, and the projects they support have now exceeded their intended life by eight years. Most of the remaining active projects are set up to run indefinitely. The Washington-based agencies that operate these projects should be asked to review and complete these projects within a reasonable period of time. Following completion of the projects, any remaining obligated monies should be consolidated into the appropriate fund.

Recommendation 3: Embassy New Delhi, in coordination with the Bureau of Oceans, International Environment and Scientific Affairs and the Office of the Legal Adviser, should establish a sunset date for active U.S. India Fund and Interim Fund projects that still have obligated but undisbursed balances and inform the relevant U.S. government agencies of this action. (Action: Embassy New Delhi, in coordination with L and OES)

A number of U.S. government agencies have USIF money obligated to projects that have expired. This money should be returned to the fund from which it originated.

Recommendation 4: Embassy New Delhi, in coordination with the Bureau of Oceans, International Environment and Scientific Affairs and the Office of the Legal Adviser, should notify U.S. government agencies that expired obligations in projects they managed will be withdrawn and returned to the appropriate fund. (Action: Embassy New Delhi, in coordination with L and OES)

Available documentation indicates that any money remaining in the USIF after the termination of the fund can be disposed of in a manner determined by the governments of the United States and India. The same documentation says that a joint determination is not required for the Interim Fund. Aside from the endowment of the Forum, there was no attention to the disposition of the USIF and Interim Fund monies when the fund officially lapsed in 1998. The nearly \$15 million remaining in the two funds should now be used to further U.S.-Indian relations, bearing in mind the 1984 and subsequent science and technology agreements. The mechanism for overseeing future use of these funds should involve minimum accounting and management oversight, if any, by a U.S. government agency. The endowment concept used for the Forum could be a model for setting up a successor organization.

Recommendation 5: Embassy New Delhi, in coordination with the Bureau of Oceans, International Environment and Scientific Affairs, the Office of the Legal Adviser, and other appropriate bureaus, should seek and reach agreement with the government of India on the creation of one or more new programs to be endowed with the funds remaining in the United States India Fund and the Interim Fund. (Action: Embassy New Delhi, in coordination with OES and L)

POLICY AND PROGRAM IMPLEMENTATION

POLITICAL AFFAIRS

In September 2004, President Bush said relations with India have never been as close as they are at present. This contrasts with relations during the last OIG management inspection, when U.S.-India ties were at a low point following India's 1998 nuclear tests. U.S. sanctions, mutual distrust and estrangement then dominated our ties. But new realities and unforeseen events have put relations back on track in recent years. India's growing importance in the global knowledge-based economy has brought it closer to the United States and its strategic importance to regional stability has become clear. India remains the world's largest democracy and has a young, dynamic population. American and Indian leaders seek to build a new partnership based on a shared commitment to freedom, prosperity, and security. The United States lifted its sanctions on India in 2001 and relations further improved after the terrorist attacks of September 11, 2001, in which 250 Indians died. India provides unconditional help to the United States in the global war on terrorism, allows the Navy to use its ports for rest and refueling, and permits Air Force over-flights. This collaboration has resulted in a positive military relationship, which now includes joint exercises and development of joint doctrines and procedures. The United States is emerging as a major defense supplier to India. When India and Pakistan neared war in 2002, Washington's new relationships across South Asia helped defuse the crisis.

The centerpiece of the bilateral relationship is the Next Steps in Strategic Partnership (NSSP) program, announced by President Bush and Prime Minister Vajpayee in January 2004. The mission's political section plays the major role in the mission in fostering this landmark initiative. Under the NSSP, the two countries expanded cooperation in civilian nuclear activities, civilian space programs, and high-technology trade, and to expand a dialogue on missile defense. The NSSP is a series of reciprocal steps that build on each other, including engaging on nuclear regulatory and safety issues and missile defense, cooperating in the peaceful

uses of space technology, and creating the appropriate environment for high technology commerce. India and the United States also cooperate on regional issues, including Nepal, Afghanistan and Sri Lanka.

Diplomatic activity resulting from the burgeoning relationship has increased the need for Embassy New Delhi to provide political spot reporting and analysis, which Washington agencies find impressive in quality, comprehensiveness, and volume. Headed by a dynamic and energetic FS-01 political minister counselor with strong regional experience, the extremely busy and talented political section has 13 officers, two office management specialists (OMS) and four LES. An FS-01 deputy counselor assists the minister counselor. Under their leadership, the section is operationally effective and maintains excellent and collaborative relations with the rest of the embassy. The minister counselor meets daily with post leadership. His collegial work style has earned him widespread praise from colleagues. He and his deputy provide frequent and thoughtful guidance and feedback to their hard-working staff, which includes several entry-level personnel (ELP).

The minister counselor keeps in touch with the constituent posts through e-mails and phone calls and hosted a countrywide reporting officers' meeting in 2004. OIG believes this should be an annual meeting. One political officer serves as liaison with each constituent post to ensure good communications and to make sure that the consulates operate within mission priorities. The minister counselor serves as reviewing officer for political officers in the constituent posts.

The political section has superb access to Indian policymakers, government and opposition political leaders, private analysts, journalists, and other excellent sources of information. The quality of the section's dedicated and experienced LES staff is high. Although the LES' offices are located in a distant part of the large chancery, there is constant communications with officers. Reporting officers receive adequate preparation prior to arrival. Although most embassy exchanges with Indian contacts are in English, one officer covering internal politics has strong Hindi language skills. Officers spend limited representational funds effectively and internal trips by section officers maximize the impact of tight travel funds; both are tied to the MPP. The political section makes a special effort to have its ELP perform temporary duty (TDY) at the constituent posts and visit other embassies in the region. As funds and time allow, the section sends officers on short TDYs to Pakistan as part of the New Delhi-Islamabad exchange program.

The current staffing totals and grade levels in the political section appear appropriate for the workload, although the post believes more officers may be needed as the bilateral relationship expands or to allow for surge capacity. The

section received an ELP position in the summer of 2004 to address a long-standing gap in covering labor issues adequately. The labor officer monitors the INDUS (Indo-U.S.) project to eliminate child labor in ten hazardous industries in India. This is the largest U.S.-funded child-labor eradication project in the world, with each government providing \$20 million for education, rehabilitation, and awareness programs. A visit to India by the Deputy Secretary of Labor during the inspection underscored the high importance of this program. During the inspection, illness cut short the officer's assignment, and it is unclear whether a permanent replacement will be named. An ELP position was added in 2004 to bolster human rights and religious freedom reporting. As the inspection ended, the Department told the embassy that the political section could lose four positions by 2006, due to possible reprogramming to Embassy Baghdad or other posts. The embassy plans to appeal this tentative decision. OIG believes a reduction in political section staffing is ill advised in light of the growing U.S.-India relationship.

The political section is involved in advocacy on behalf of U.S. businesses in India. Political officers provide extensive input into reports distributed by the Department of Commerce to the U.S. business community, including the Country Commercial Guide, and political officers often brief business visitors about relevant political developments.

The political section participated actively in preparation of the MPP, which fully reflects the post's political objectives. Section officers drafted the introduction and other important MPP chapters.

The political section remains prolific, despite staffing gaps and its need to support a large number of congressional delegations and senior U.S. government visitors, including Secretaries Powell and Rice and Deputy Secretary Armitage. For instance, from early January to March 2005, political section officers drafted over 130 cables, official-informal messages, and e-mails on major topics. These topics included Jammu and Kashmir, the evolution of India's ties with Pakistan, including the significance of confidence-building measures; India's relations with neighbors China, Nepal and Bhutan; national and regional politics, human rights and religious freedom, developments in India's large Muslim community, political-military and non-proliferation issues, labor, and tactical suggestions on next steps in the NSSP process. The political section's high-quality output is balanced, extremely timely, and provides solid analysis based on broad sourcing. The well-written messages contain excellent summaries and insightful post comments to highlight salient points, context, and policy relevance for busy Washington consumers. Whenever possible, the cables contain relevant biographic information. OIG noted that the

high-caliber reporting effort and the control officer responsibilities sometimes cause officers to put in overtime when the section is short-handed due to staffing gaps, illness, or leave.

Defense Attaché Office and the Indian Military

The Defense attaché office has six officers. India's swift response to the September 11, 2001, terrorist attacks and its unconditional support for the global war on terrorism galvanized bilateral military relations, which had already been improving following India's endorsement of the Bush Administration's missile defense program in May 2001. The removal of sanctions against India in late September 2001 helped both countries identify mutually overlapping security goals and gave a new impetus to military ties. Today military-to-military relations have reached a new high, with all major services engaging in joint exercises and programs. Expansion of military ties aims to develop capabilities and confidence, jointly address security issues (such as protecting energy supplies and sea-lanes), conduct peace-keeping, combat terrorism, and promote interoperable procedures, communications, and military doctrines. These policies are encouraged by a growing number of bilateral exercises, seminars, personnel exchanges, high-level visits, unit and ship visits as well as military technology sales. Several U.S. military officers are students or instructors at Indian universities or military schools. The growing level of the bilateral military partnership was manifested by the joint cooperative efforts of the armed forces of both nations during the aftermath of the December 2004 tsunami.

Office of Defense Cooperation and Military Sales

India's military wants to buy U.S. equipment through the foreign military sales process, and the United States is willing to sell state-of-the-art equipment to India. Such transactions are handled by the Office of Defense Cooperation (ODC), which has four officers (growing to six officers in the summer of 2005). With the lifting of sanctions, only major defense items valued over \$14 million require Congressional notice. This puts India in the same category as key U.S. allies, such as Japan and South Korea. India has purchased counter-battery radars and engines for light combat aircraft and will buy equipment to enhance the counter-terrorism capabilities of its special forces. It may also buy chemical and biological protection equipment. The United States has expressed willingness to sell naval frigates and helicopters to India and may eventually sell a missile defense system and F-16 fighters. Negotiations are underway on the sale of naval reconnaissance planes. Major U.S. defense participation in the February 2005 Aero India air show in Bangalore signaled the growing U.S. interest in defense equipment sales in India. The ODC

manages a \$1 million International Military Education Training program, under which Indian military officers study in the United States.

The Defense attaché office and ODC say they have outstanding support from the embassy front office and maintain close collaborative relations with several embassy sections, notably the political section, which includes a political-military officer.

Counterterrorism

U.S.-India cooperation in combating terrorism greatly improved after the terrorist attacks of September 11, 2001. The United States helped extradite underworld gangster Aftab Ansari from the United Arab Emirates to India in February 2002. Based in Dubai, Ansari masterminded the attack on the American Center in Calcutta a month earlier. Four policemen died in the attack. U.S.-Indian counterterrorism cooperation also involved India's most wanted terrorist, Dawood Ibrahim. India believes that Ibrahim organized bomb blasts in Mumbai in 1993 that killed more than 250. In 2003, the U.S. Treasury named Ibrahim a "global terrorist" who is suspected of financing outlawed militant groups responsible for attacks in India. The Treasury action froze Ibrahim's U.S. assets. In 1999, the Federal Bureau of Investigation (FBI) joined the investigation of a highjacked Indian Airlines plane because a U.S. citizen was a passenger on the flight. The FBI office in New Delhi not only supported the Indian probe into the highjacking and its perpetrators, but also conducted an independent investigation.

The United States and India formed the Counter Terrorism Joint Working Group (CTJWG) in 2000 as the policy body for counterterrorism cooperation. The group includes senior officials from India's Ministries of External Affairs, Home Affairs, Finance, and Defense and the U.S. Departments of State and Justice, the FBI, and the Pacific Command. The CTJWG last met in September 2004. CTJWG meetings take place at least annually, although its sub-groups such as that on cyber-security meet more often. The CTJWG conducts a dialogue on homeland and internal security topics, including terror-financing networks, forensic sciences, transportation security, and border control, thus helping authorities track suspected terrorists. The Department of Homeland Security's Bureau of Immigration and Customs Enforcement (ICE) and Indian Customs plan to sign a customs mutual-assistance treaty to formalize their cooperation on customs and border issues.

The United States and India are working on a mutual legal-assistance treaty to help the CTJWG tackle terrorism and criminal activities. Both countries exchange information, including assessments of international terror incidents, terrorist

groups, and strategies. To strengthen intelligence and investigative cooperation, the Department's Bureau of Diplomatic Security (DS) sponsors training to improve the capabilities of Indian law enforcement officials. The United States helped create a cyber-security forum to improve information security and answer the challenges of cyber-terrorism. The FBI works closely with an Indian counterpart, the Central Bureau of Investigation, to track cyber-crime, and FBI specialists have led workshops for Central Bureau of Investigation officers.

Two political officers do counterterrorism reporting, and the deputy political counselor follows terrorist trends in Jammu and Kashmir closely. The political section works with the Terrorist Finance Coordination Officer in the economic section and other mission offices with counterterrorism responsibilities.

Narcotics Control, Law Enforcement and Trafficking in Persons

The major U.S. law enforcement objectives in India Cooperation in counter-narcotics, transnational crime, and trafficking in persons (TIP) and are clearly reflected in the MPP. Drug trafficking and narco-terrorism are areas of concern, since India is sandwiched between the heroin-producing regions of the Golden Crescent in the west (Pakistan and Afghanistan) and the Golden Triangle in the east (Burma and Thailand).

The government of India cooperates closely with U.S. law enforcement agencies at Embassy New Delhi, including the Drug Enforcement Administration, the Department of Homeland Security's ICE and its Citizenship and Immigration Services, the FBI, and the Department's own Bureau of International Narcotics and Law Enforcement Affairs (INL). Law enforcement activities in India are coordinated through monthly meetings of the law enforcement working group (LEWG), which is organized and coordinated by the INL unit director. The DCM-chaired LEWG is attended by representatives from the Drug Enforcement Administration, FBI, ICE, Citizenship and Immigration Services, INL, USAID, the political and economic sections, and the regional security officer (RSO), and relations among its members are excellent. There are also frequent informal consultations among the law enforcement agencies, the INL unit, the embassy front office and the constituent posts. INL also organizes and coordinates a smaller, ad hoc TIP LEWG, which meets as needed. There is an economic crimes LEWG instituted by the economic section.

The 2001 terrorist attacks spurred U.S. and Indian law enforcement agencies toward a close working relationship. During the last year, the most positive and

dramatic improvement in bilateral law enforcement cooperation has been on TIP issues, increased cooperation on ICE's Container Security Initiative (CSI), counternarcotics, and enhanced coordination between the FBI and its Indian counterparts.

A vigorous FS-2 officer with INL policy and program management experience directs the INL unit, an independent section at Embassy New Delhi. The unit director position is funded by INL. The incumbent is a member of the country team and reports to the DCM. Assisted by two eligible family member (EFM) program assistants and an LES, she prepares voluminous and solidly sourced reporting on counternarcotics and TIP issues, including information from other embassy sections and the constituent posts.

The extremely busy INL office has major program management responsibilities. It monitors U.S. government funding of vehicles, communications equipment, and computers for India's Central Bureau of Narcotics. The Indian agency regulates illicit opium growth and processing and the import and export of precursor chemicals and supports the counternarcotics programs of Indian Customs. These programs are implemented through Letters of Agreement (LOAs) with India's Ministry of Finance. A 2003 LOA amendment provides \$2.18 million for projects to strengthen the infrastructures of the Narcotics Control Board (NCB), the Central Bureau of Narcotics, and Indian Customs. The Drug Enforcement Administration representative at Embassy New Delhi said that the INL programs are already paying off in terms of more effective Indian drug investigations and greater cooperation with the United States.

In 2003, the Department of State reported that India has become the transit point and final destination for thousands of trafficked persons who are sold for exploitation, bonded labor, and indentured servitude and that India has become a prime destination for sex tourism. When the Department accorded a higher priority to TIP issues, the unit director persuaded the department's Office to Monitor and Combat Trafficking in Persons (G/TIP) to fund a full-time program manager position to handle this labor-intensive issue. An EFM manager was hired in late 2004. Although TIP work had not been envisioned when INL established the New Delhi unit in 2002, the incumbent and her staff have managed the added portfolio well. During the past five years, the U.S. government has provided \$1.8 million to non-governmental organizations (NGOs) engaged in anti-trafficking throughout India. The funding aimed to strengthen the country's ability to prevent trafficking, investigate cases and arrests, prosecute and convict traffickers, and rehabilitate victims. These programs are administered through memoranda of understanding

Open Skies Aviation Agreement and the expected settlement of a major claim by the Overseas Private Investment Corporation.

The minister counselor chairs a digital video-conference (DVC) with the three consulates every six to eight weeks to discuss upcoming economic events, visits, reporting, and developments throughout India. LES and reporting officers at the consulates and the embassy participate in the DVC. An agenda is prepared in consultation with each consulate prior to the meeting and is used to guide the discussion. All participants in these regular conference calls, but especially the participants from the consulates, find them highly useful, not only in the guidance provided on economic reporting and events, but also in creating a sense of inclusiveness, of a common mission. There is also substantial e-mail and telephone communication between the consulate reporting officers and economic officers in New Delhi. OIG finds this economic DVC a valuable tool in furthering the mission's economic objectives and coordinating mission efforts.

Washington audiences uniformly praised the economic reporting from Embassy New Delhi and its constituent posts. Cables are concise, comprehensive, timely, generally well organized and include comments that highlight the relevance of the reported material. Based on MPP objectives, the section draws up a six-month reporting plan. Planned reports are frequently supplemented by event-driven spot reports. Consulate reporting is particularly relevant because of India's federal system; state governments retain substantial powers over many economic policy areas. Consulate General Mumbai contributes valuable reporting from India's financial center, particularly on macroeconomic and financial issues, and the activities of the Mumbai-based Reserve Bank of India and various agencies that regulate India's active markets. Consulate General Chennai provides insightful reports on developments in the growing global sourcing and information technology centers of Hyderabad and Bangalore. The consul general in Calcutta, as the sole reporting officer at post, does a commendable job reporting on economic growth in one of the poorest regions of India.

The economic minister counselor meets daily with the Ambassador and DCM at country team and senior staff meetings and other events. Information and guidance flows easily in both directions. Within the section, the minister counselor has designated the next most senior officer in the section as his deputy. The deputy rates or reviews the section's other officers and OMS. Although the rating structure is quite hierarchical, communication within the section is horizontal and regular. A weekly staff meeting, which includes the section's four LES, is free-wheeling, informal, and informative. All section members praised the minister counselor's open, inclusive management style, skilled counseling, and attention to

quality of life issues. Officers and LES in the section have very good access to Indian economic officials, policymakers, leaders of industry, and journalists and use it effectively. Representational funds are used effectively, but limited travel funds restrict needed travel outside of New Delhi. None of the positions in the section is language-designated although one officer is a qualified Hindi speaker. As English is the common language of Indian government officials and business executives, no one in the section believes the lack of Hindi language skills hinders successful performance of duties.

There is some overlap of responsibilities between the economic, political, science, and commercial sections regarding high technology trade and export controls. An internal high technology working group, chaired by the DCM but coordinated by the economic section, ensures information sharing and coordination and involves the aforementioned sections and the Defense attaché office, USAID, and others. At the time of the inspection, the group had met only three times. OIG suggested that the DCM consider an informal review of whether the responsibilities regarding high technology commerce are assigned appropriately.

The economic section is the mission's primary advocate for U.S. companies, a division of labor that is not generally the case at embassies with an FCS presence. The FCS office in New Delhi concentrates its efforts on promoting U.S. exports and focuses on small and medium U.S. companies that are new to the Indian market. Traditionally, the FCS advocates on behalf of individual companies that may have a problem, and the economic section does so when it is a policy issue involving more than one company.

The staffing in the economic section is sufficient, although it is often strained because of staffing gaps or extended absences due to TDYs, leave, or illness. For nine months in 2004 the section's deputy was on temporary duty in Iraq. His absence placed a considerable strain on the section, only partly relieved by the assignment of a presidential management intern. The minister counselor is projecting an increased workload for the section as a result of the reinvigorated Economic Dialogue and the increasing number of congressional delegations and senior official visitors to India, with their concomitant demand for briefing materials and escort officers.

Trade Promotion

The mission makes a strong effort to promote U.S. exports. The FCS minister counselor for commercial affairs has offices at the American Center in New Delhi and plans to move onto the chancery compound by 2008. He supervises the

largest FCS operation in the world, an effective team of officers and LES specialists at seven locations in India. In addition to New Delhi, FCS officers serve in the consulates general in Chennai and Mumbai. LES specialists staff offices in Calcutta, Ahmedabad, Bangalore, and Hyderabad. As noted earlier, FCS's primary focus is on small- and medium-sized U.S. companies that are new to the Indian market. The counselor for agricultural affairs from the Foreign Agricultural Service (FAS), also based in New Delhi, is active on agricultural trade policy issues and promotes U.S. agricultural product exports. The Ambassador, DCM, and other senior embassy officers work closely with FCS, FAS, USAID, the environment, science, technology and health (ESTH) section, and the economic section to promote U.S. exports. The FCS minister counselor and FAS counselor are key members of the country team and have ready access to the embassy's senior leadership.

ENVIRONMENT, SCIENCE, TECHNOLOGY, AND HEALTH

The Environment, Science, Technology, and Health (ESTH) section became independent of the economic section in 2000 when a senior officer took up a position as the ESTH affairs counselor. In addition to the counselor, the section includes a Foreign Service reporting officer, a health attaché on detail from the Department of Health and Human Services (HHS), one OMS, and seven LES. The current ESTH counselor is a Ph.D. physicist on a limited-career appointment to the Foreign Service and has experience as the environment, science, and technology (EST) counselor in China. This background has served the ESTH counselor and mission well, providing credibility and access in the status-conscious Indian scientific community and government bureaucracy. Staffing in the section is adequate. Coordination by ESTH with other sections of the mission is good and the counselor has ready access, as needed, to the Ambassador and DCM. However, coordination within the section itself would improve with regularly scheduled, all-hands, staff meetings.

The ESTH section is an important player in the NSSP program. The section promotes cooperation in civilian nuclear and space activities and encourages India to meet the U.S. government requirements for effective implementation and enforcement of export controls and non-proliferation. As an active member of the high technology working group, the ESTH counselor coordinates effectively with the other sections of the mission on the NSSP.

Addressing the health challenges of India is one of the MPP's primary objectives. The health attaché is the point man for HHS' largest bilateral, health research and public health program in the world. HHS' Centers for Disease Control and the National Institutes for Health have over 100 projects in India and an annual investment of over \$40 million in them. The health attaché coordinates effectively with USAID on HIV/AIDS and other health programs.

Reporting by the section is good and covers a gamut of topics including climate change, sustainable development, bio-diversity, and renewable energy. Cables are concise, well written, and comment on the relevance of the information. A newsletter called "India Science News of the Week" is e-mailed to a wide audience in the United States, offering a synopsis of Indian press articles on the variety of issues covered by the section. Recipients find it useful.

Scientific and technology cooperation has been a prominent part of U.S.-India relations for decades. Most of this cooperation was through the hundreds of programs funded since 1987 by the United States India Fund and the Interim Fund. The ESTH section oversees USIF and Interim Fund projects that are still active.

In 2000, India and the United States created the Indo-U.S. Science and Technology Forum (the Forum), financed by a large endowment from the Interim Fund. The Forum facilitates and promotes scientific and technological interaction between government, academia, and industry in the two countries. The mission's science counselor shepherded the creation of the Forum and recently represented U.S. interests in the difficult process of selecting the Forum's new, full-time, executive director. This appointment frees the counselor from a number of the Forum's operational needs, which more appropriately are the executive director's. The ESTH section should continue to work closely with the Forum and encourage it to increase the number of programs supported and grants provided so that the Forum more fully utilizes its annual budget.

CONSULAR OPERATIONS

As of March 2005, the embassy had 53 consular officer positions. This represents a huge increase in consular resources in the past two years, thanks to the Bureau of Consular Affairs (CA) and others who recognized the need to respond to the changing face of visa processing in India. Even if experienced, language-skilled officers held all 53 positions, however, the four consular sections could not cope with their NIV workloads in a timely manner. Attention to consular staffing

and support by all elements of the mission and the Department will be vital for the next several years if the embassy is to address the workload growth systematically. In the absence of a creative response to the workload growth, the mission risks finding its bilateral relationship focused on visa services, not the myriad of other issues in the MPP.

Visas

Although the immigrant visa workload in India is significant, the driving force behind consular work and the greatest management challenge mission-wide is the burgeoning NIV workload. At the time of the 1999 inspection, five Foreign Service officers provided consular services in Chennai, relying heavily on drop-box NIV processing. In 2005, there are 20 Foreign Service officers in that same consular section, due both to a 30 percent annual increase in NIV workload and the new requirement to interview and collect biometrics on nearly all visa applicants. Even with this increase in staff, Chennai cannot cope with the NIV demand.

Responding to the drastic increase in visa demand from the Chennai district, which includes the cities of Hyderabad and Bangalore, the embassy took the creative step of designating all of India as one consular district. As a result, travelers may seek visa appointments in New Delhi and Calcutta, even if they traditionally live in the Chennai district. However, those two posts, which were previously able to address their NIV workloads with existing space and staff, are now seeing massive growth in their workloads and now have lengthy appointment backlogs despite having increased consular staffing as quickly as the recruitment and assignments process permits.

India has advanced nuclear and technological capabilities, and many of its travelers work in areas of concern for technology transfer. The mission has been working with CA and the Bureau of Non-Proliferation (NP) to increase its participation in the Visas Mantis process¹. At two posts, officers with science backgrounds manage the Mantis caseload. The number of Mantis cases forwarded for processing has increased, and the turnaround time from Washington has decreased, ensuring appropriate scrutiny without jeopardizing essential travel.

Despite fraud concerns, approximately 75 percent of all NIV applicants countrywide are found qualified and issued visas. Over 50 percent of the Chennai applicants, for example, are business travelers, students, or temporary workers

¹ Visa Mantis is a process to review the visa applications of persons who study or work in sensitive technologies either in the United States or in their country of residence.

whose expeditious processing is vital to U.S. interests. The student visa workload is among the highest in the world. CA considers business and student cases to be a processing priority. The current significant appointment backlogs in India, ranging from 48 to 123 working days, are an irritant in U.S.-India relations and a deterrent to bona fide commercial, professional, and cultural exchanges.

Space

The new requirement to interview and collect biometric information on virtually every NIV applicant has taxed consular sections that were designed for an era when cases could be left in drop boxes or mailed-in for review. In addition, the growth of the Indian economy, the increased number of Indians living in the United States, the enhancement of commercial, political, and cultural ties between the United States and India all foreshadow growth in consular work.

The consulate general in Mumbai is scheduled to move into a new office building in FY 2008, although that date may slip. When it does relocate, Mumbai will also assume the entire immigrant visa workload from Chennai, freeing up space in Chennai for that post's expanding NIV workload. In Chennai, a recently completed renovation added needed interview windows to the configuration of the section. Further expansion is warranted, however, and Chennai is looking for ways to reallocate its space to meet consular growth. In New Delhi, plans are well advanced to create an expanded and remodeled consular section by 2008 that should meet future needs. Although Calcutta has the smallest workload of the Indian posts, it faces space constraints similar to those of its larger counterparts. Calcutta has already submitted a Consular Improvement Program request to reconfigure its space to meet security concerns, increase privacy for American Citizen Services (ACS) cases, and enhance NIV adjudication capacity in the same small area. All concerned parties at the embassy have reviewed the plan, and OIG supports its implementation.

Recommendation 6: Embassy New Delhi, working with the Bureau of Overseas Buildings Operations, the Bureau of Consular Affairs, and the Bureau of South Asian Affairs, should fully fund Consulate General Calcutta's revised consular reconfiguration proposal. (Action: Embassy New Delhi, in coordination with OBO, CA, and SA)

Staffing

Although consular staffing has increased significantly in the last two years, even the MPP does not acknowledge the degree to which adequate consular staffing and space dictate the success of many other major mission goals and objectives. Scientific and cultural exchanges, trade enhancement, joint ventures, and political rapprochement all depend on an accessible visa process and the ability to meet the needs of an increased number of American citizens in India. Staffing has to be adequate to handle these priority issues systematically, not on an ad hoc basis.

The minister counselor for consular affairs (MCCA) in New Delhi constantly polls the three other consular managers and evaluates workload trends to refine MPP and consular package requests for additional staff. Often the mission cannot wait for the MPP process to secure essential consular staff, and the mission works with CA to fund new positions from the machine-readable visa account until they can be integrated into the regular staffing complement. During this inspection, the MCCA sent an urgent request to the Department for seven India-wide consular positions. Although the four consular sections in India would need several more interviewing officer positions to eliminate their appointment backlogs, the seven requested positions are intended to address the appointment backlogs within the limitations of existing consular workspace.

Recommendation 7: Embassy New Delhi, in coordination with the Bureaus of South Asian Affairs, Consular Affairs, and Human Resources, should identify and fund seven new, entry-level, consular positions countrywide. (Action: Embassy New Delhi, in coordination with SA, CA, and M/DGHR)

During the summer transfer season, which is also the critical period for processing student applicants, the Indian consular sections have the same inevitable staffing gaps experienced elsewhere. When appointment backlogs exceed the four-month point, heading into the critical transfer season, the situation is untenable for the existing staff. Responding to the need, consular managers attempt to draw on officers with consular commissions in other sections to staff the visa function, and then ask CA for the aid of annuitant, when-actually-employed (WAE) personnel. Although CA provides WAEs and funds their salaries, air travel, meals, and incidental expenses, the issue of housing for those TDY officers poses particular problems. The mission does not have a surfeit of TDY accommodations. Even though the India posts have been relying on WAE assistance for a number of years, the mission does not routinely set aside funds for WAE housing even though CA makes it clear the embassy must pay the housing costs.

Recommendation 8: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs and the Bureau of Consular Affairs, should routinely budget sufficient funds for housing for temporary, consular annuitant staff. (Action: Embassy New Delhi, in coordination with SA and CA)

With the rapid growth in staff over the past two years, the New Delhi and Chennai posts found themselves lacking mid-level management. In both cases, a sole senior consular section chief was required to train, manage, and mentor large numbers of first-tour officers until mid-level positions were created and filled. Embassy New Delhi recently converted two ELO positions into FS-03 NIV and IV unit chiefs but is still awaiting the arrival of the newly assigned officers. The FS-01 deputy consul general is the logical officer to train and oversee the visa officers, most of whom fill one-year rotational positions and never develop the breadth of expertise necessary to provide good guidance to other entry-level officers. Having ELOs train ELOs is not an acceptable management practice.

Recommendation 9: Embassy New Delhi should include in the work requirements of the deputy consul general a requirement that he routinely dedicate time to oversight of the visa process through regular adjudication meetings, daily observation of the interview process, and interviewing alongside the less experienced officers. (Action: Embassy New Delhi)

Recommendation 10: Embassy New Delhi, in coordination with the Bureau of Consular Affairs, the Bureau of South Asian Affairs, and the Bureau of Human Resources, should request that any new entry-level consular positions over and above those already established in New Delhi at the time of this inspection be two-year consular assignments, not rotational positions. (Action: Embassy New Delhi, in coordination with CA, SA, and M/DGHR)

American Citizens Services

There are an increasing number of American citizens in India, particularly the children born to Indian scholars and workers during their U.S. stay, and U.S. tourism to India is rising, as are the number U.S. businesses setting up operations in India. This will increase the passport workload and the demands on the warden system.

The consular sections have all implemented the new Internet-based Registration System (IBRS). Mumbai's consular section, for example, uses it to keep in touch by e-mail with over 80 percent of its American citizens, more than half of them the U.S. citizen children of Indian parents. The system does not allow for reorganizing the entries by address or warden jurisdiction, and it has other limitations that force the posts to maintain parallel card files on most registrants. During the recent tsunami, for example, Chennai fell back on its card files, organized by geographic area, to contact Americans in the affected zones. The mission has taken the initiative to coordinate a regional telegram to CA to propose ways of making IBRS more useful to the warden network. There remain deficiencies regarding the inclusion of the more-transient business, tourist, and student communities in the warden alert mechanism.

With significant numbers of Indians living, working, or studying in the United States, consular sections in India have experienced an increase in international abduction and child custody cases. The Indian court system is slow, and if the abducting parent has personal contacts in the system, the pace can become slower, frustrating the left-behind parent. ACS officers diligently work their caseloads and conduct welfare and whereabouts visits to the abducted children at least twice a year, providing well-documented reports to the left-behind parent. In New Delhi, the MCCA has had some success in encouraging the Indian government to consider adherence to the Hague Convention on Child Abduction.

Fraud

Although fraud exists in all areas of consular work in India, the mission focuses most of its anti-fraud resources on relationship fraud in immigrant visa cases and employment-based NIVs. Three of the four consular sections have dedicated, mid-level fraud prevention managers (FPM), and the ELO in Calcutta manages that program in coordination with the Chennai FPM, the countrywide fraud coordinator.

When the current FS-02 FPM in Chennai departs, the mission intends to transfer the FS-02 fraud coordinator position to the embassy, where the incumbent will have access to the full range of law enforcement agencies and the MCCA. The FPM position in Chennai will then be re-graded at the FS-03 level. The mission is also making every effort to recruit an at-grade officer to fill the FS-03 FPM position in Mumbai, where entry-level officers have been carrying out the anti-fraud work under the guidance of the FS-03 manager of the ACS and immigrant visa units. Given the pervasiveness of fraud in consular work and the existence of an effec-

tive assistant RSO investigator (A/RSO-I) program at New Delhi and Mumbai that will likely grow, the FPM positions must be staffed by experienced officers who can provide continuity and direction to the anti-fraud efforts.

The A/RSO-Is in New Delhi and Mumbai reflect the benefits of cooperation between skilled investigators and anti-fraud units that can identify and develop cases for the investigators' review. The A/RSO-Is also have excellent relationships with Indian law enforcement entities on a full range of issues, making it easier to tap into those resources on visa fraud matters that might not otherwise attract local interest. In Mumbai between July 2003 and the time of this inspection, this cooperation resulted in 24 arrests of fraud ringleaders and document vendors. Prior investigative experience is an asset to an A/RSO-I's integration into anti-fraud work abroad but may not always be possible as this program grows. To reflect the overwhelming percentage of the A/RSO-I's time that is spent on consular issues, there also needs to be a formal way to include the input of consular managers into the performance evaluations of an A/RSO-I. Recent legislation requiring most employment-based petitioners to pay a \$500 surcharge per petition for the investigation of their qualifications could quadruple the resources of the A/RSO-Is and anti-fraud efforts in India and will require a well-conceived and coordinated plan of action.

Management

With the consular sections staffed primarily by ELOs, all four consular managers are challenged by the burgeoning workload. They must also maintain an acceptable level of customer service, pay close attention to security issues (including the processing of technology-transfer and other advisory opinion cases), ensure careful internal control procedures, and provide ongoing training and development of the Foreign Service officers and LES. They also struggle for mission-wide attention to their resource needs and must identify ways their staffs can contribute to the broader mission priorities. Nothing works on autopilot in India, and the consular sections need innovative, hands-on managers with strong interpersonal and team building skills.

The MCCA has done an outstanding job as consular coordinator for the four Indian posts and as the unofficial, volunteer coordinator for several other posts in the region. He has identified resource needs and ensured that the mission and the relevant bureaus support the creation of needed mid-level manager positions. He uses DVCs to coordinate policy and encourage participative problem solving. He and the other managers have set up a strong internal control regime, and no vulner-

abilities were found in fee or controlled item accountability. Consular management initiated a program to send ELOs to other consular sections in India to build experience and exchange ideas, but the program fell victim to budget constraints. The consular section chief in Mumbai assigns portfolios for business, student, seaman, and religious travelers to ELOs to encourage outreach and broaden experience. To the extent that the visa workload permits attention to the assigned portfolios, this is a valuable initiative.

Despite creative management, training, and oversight of the day-to-day activities of the ELOs, they suffer in the larger consular sections. Although the consular sections all perform at a high level, morale and job satisfaction vary depending on the degree of management involvement on or behind the interview line.

Visas Viper

Each of the posts in India submits a Visas Viper report monthly. Cooperation among the various agencies represented in New Delhi and with RSOs at the constituent posts is excellent. The DCM takes an active interest in Viper issues and chairs the regular meetings in New Delhi.

New Delhi

New Delhi's visa adjudication statistics are slightly behind those of Chennai and Mumbai. The embassy's consular section manages crosscutting issues involving international adoptions, child abduction, extraditions, technology transfer and resources, and doing so redirects staff time away from routine processing. This is particularly true in the ACS section, where the senior LES maintains a vast range of high-ranking contacts and can facilitate positive, timely action in the most complicated cases.

Best Practice: Data-Mining Enhances Outreach, Increases Efficiency, Detects Fraud Trends

Issue: Consular sections have a wealth of useful information in their databases but often have no systematic way to mine and analyze that information. Most often data-mining is used to access certain NIV fields to identify the population for validation studies, but there is valuable additional information that can also be culled, once suitable programs are developed.

Response: The MCCA hired a skilled LES to develop programs, in conjunction with the IT staff, to mine additional information from the visa application data collected in the visa interview, including a process to track the movement of applicants through the visa process, identify and isolate U.S. travel destinations, and monitor fraud patterns.

Result: Every half hour, interviewing officers and consular managers can highlight how long the applicant at the NIV window has been in the consular section before reaching the final processing stage. Analyzing the wait times allows refinement of the appointment system so that wait times are now averaging 45 minutes from the pre-check process to visa adjudication. The small waiting area is rarely overcrowded, and the public has voiced its satisfaction at the streamlined process.

The LES data-miner is also developing a program that can cull information for congressional delegations, STAFFDELS, and others about the number of travelers that the consular section has processed in a given period who are attending universities in their districts, traveling for business in their areas, or visiting relatives who may also be constituents. This initiative should bring the value of a well-funded, efficient consular process to the attention of U.S. government representatives traveling in the area. Once New Delhi tests these programs, the MCCA intends to offer them to other consular sections worldwide.

New Delhi's visa operation is appropriately staffed for its workload but struggles to address the overflow from the Chennai district, which pushed New Delhi's appointment backlog to over 90 days well before the peak summer season. Five of New Delhi's ELOs are on one-year consular rotations, three are on two-year assignments, and each of the four consular units will soon be headed by an FS-03 officer, providing appropriate management at all levels. There is a realistic plan for growth in the future, with staffing increases reflected in the MPP and the consular package.

Workflow in the visa operation is excellent, despite a paucity of interview windows. A computer program tracks the speed with which applicants move through the NIV process, enabling the section to adjust its appointments and minimize wait times. The embassy will soon put its appointment system's contract out for bids. Currently, there are two contractors in India providing different levels of service. A single contract, providing for offsite fee collection, remote data entry, courier service (including the return of approved visas and U.S. passports), and limited consular information should increase efficiency and provide consistency.

Chennai

The future establishment of a full-service consular operation in Hyderabad and the centralization of immigrant visa work in Mumbai and New Delhi would relieve considerable pressure on Chennai's space and staff. Relief is at least five years away, however, and until then Chennai's consular management needs to adapt its space and increase its staff to address the apparently endless demand for NIVs.

The consulate general, located in a building built in 1969, has a consular section that has been expanded eight times since 1988 and was designed to process 2,500 visa applications annually. OIG believes sufficient, secure ground-floor space is available within Chennai's compound to accommodate consular needs in the mid-term. The building's space needs to be redesigned and reallocated, although the structure has appropriate space for several additional interview windows. This report elsewhere discusses the need for a space planner to look at Chennai's space.

While the inspection was underway, Chennai changed its public access procedures to permit an earlier start to visa processing and to permit extended afternoon hours, when required. This gives the consular section needed flexibility to deal with the workload and space issues. Chennai's consular section expects serious staffing gaps in the summer of 2005, a significant staffing gap in the consular section chief position and changes in personnel in the key RSO and principal officer positions. The MCCA in New Delhi will have to be particularly vigorous in reviewing workflow, staff training, and space issues in the absence of permanent consular leadership in Chennai.

Recommendation 11: Embassy New Delhi's minister counselor for consular affairs should spend at least a week on the ground in Chennai to review consular operations, propose necessary procedural changes, and brief all affected American officers on the needed changes. (Action: Embassy New Delhi)

In FY 2004 Chennai processed approximately 8,600 immigrant visa cases, issuing 5,300. Although there has been an increase in this workload in Chennai due to a surge in applications for permanent residence by software engineers and nurses temporarily employed in the United States, OIG believes only one full-time officer is needed, not the two now performing this function. This would free resources that could be better used in the hard-pressed NIV unit.

Recommendation 12: Embassy New Delhi should reprogram its entry-level immigrant visa officer in Chennai to the nonimmigrant visa unit, taking care to ensure that one or more nonimmigrant visa officers are cross-trained in immigrant visa work. (Action: Embassy New Delhi)

Chennai's fraud prevention unit (FPU) is currently home base for the India country coordinator for consular fraud-prevention programs, a position to be transferred to the embassy upon the departure of the incumbent. Since the establishment of this position, Chennai's FPU has done an excellent job of collecting, evaluating, and disseminating information and documents pertaining to visa fraud. Chennai's quarterly *India Fraud Bulletin* is useful and was reviewed as such by the Department.

Mumbai

The consular section in Mumbai is extremely productive, although it is housed in an ill-suited maze of corridor offices that does nothing to enhance logical workflow. At the time of the inspection, the consular section was in the midst of an OBO construction project to facilitate processing and rationalize space until a new consulate building is completed in 2008. The construction project consolidates file holdings in a high-density filing system, adds interview windows, and creates workspace for staff who arrived in the past two years to address the double-digit yearly growth of the NIV workload.

Consular management pays close attention to management controls, oversight, and the security and integrity of the consular process. The fact that high standards can be consistently adhered to in a sub-standard physical plant is a tribute to the professionalism of the officers and LES employees. Because consular management strives to make Mumbai even more efficient and productive, it has sometimes sacrificed some of the quality of life it also wants for the staff. By sometimes scheduling more interviews per officer than its relatively new officers can handle, officers often spend long hours on the line and have less than one hour per day for security advisory opinions, accountability issues, and training. To enhance communication and involve the officers in broader mission activities, officers are routinely expected to attend two to four meetings per week during that same five-hour non-interview block. Each ELO is assigned an outreach portfolio, as described in the management portion of this report. The confluence of these factors means that ELOs spend regular, usually uncompensated, overtime daily to complete their work.

All ELO positions in the consular section are two-year assignments, and the section has an internal rotation program to expose all ELOs to two and sometimes three consular units during their assignment. Mumbai has the highest immigrant visa workload in India. Once Mumbai's new consulate building is completed, Chennai's immigrant visa workload will be consolidated in Mumbai.

The consular section adheres to the most recent standard guidance on the referral program, and the consular section carefully validates the return of each referral case. On the other hand, the section has successfully withstood occasional pressure from other elements of the official community to facilitate visa appointments for persons who cannot benefit from the referral system or to reverse refusals of persons tenuously connected to a contact.

Calcutta

Consulate General Calcutta's small consular section is well managed and effective and has two American officers and six full-time LES employees. The collaborative support provided by the consular manager and the management officer to their sections is particularly beneficial. The rationalization of the consular workspace, as discussed earlier, should equip the section to meet its future needs.

Six of the Calcutta consular district's 12 states are restricted areas, requiring travel permits for foreign diplomats. Travel permits can only be obtained from the Ministry of External Affairs in New Delhi with eight weeks advance notice. This

requirement severely undermines the post's ability to carry out consular services beyond Calcutta and nearby metropolitan centers. The section's ELO has been in Calcutta since July 2004 and has not yet obtained Ministry of External Affairs permission to travel throughout the consular district. In addition, the large population, geographic size, and convoluted shape of the consular district, coupled with poor infrastructure and insurgency activity, prohibit travel to respond to American citizen emergencies and provide outreach, fraud prevention investigation, and related consular services. The embassy has raised this issue at the highest levels of the Indian government, without success.

Calcutta's NIV workload has increased by more than 50 percent in the last two years, peaking at over 25,000 applications in FY 2004. Calcutta has seen a steady increase in temporary worker visa applications over the past three fiscal years due to the growing IT sector in that area. In addition, applicants from the Chennai consular district are permitted to apply for NIVs in Calcutta. Since this policy was implemented in March 2004, roughly 20 percent of Calcutta's NIV total in FY 2004, and almost 50 percent of its total for FY 2005, have come from the Chennai district.

PUBLIC DIPLOMACY

The numbers tell the tale. Less than 20 years ago, there were 70 American officers and 630 local employees carrying out the U.S. Information Service's (USIS) India program. The American Studies Resource Center in Hyderabad was one of the finest such facilities outside the United States and offered outstanding services to scholars from throughout the Middle East and Asia. It closed its doors in 1995, however, and the rest of the USIS in India shrank to minimal levels. After some recent staff increases, there are now 18 direct-hire American officers and 176 LES in the public affairs section (PAS) to advance U.S. interests and MPP objectives in the world's largest democracy. With a fraction of the tools formerly at its disposal, the hard-pressed PAS is nevertheless at the forefront of the mission's public efforts. The public affairs officer (PAO), an energetic, hands-on manager, sets a personal example for his section through his tireless engagement in all aspects of his section's programs, his responsiveness to Washington and front office concerns, and his ability to link available resources to the objectives of the MPP. He directs a truly massive operation that is appropriate to the importance of India to U.S. policy.

The PAS maximizes its available resources and produces a high volume of programs with U.S. speakers (in person and via DVCs), a vigorous set of exchanges,

and well-targeted grants. Indeed, in many respects the public diplomacy program in India recalls the Cold War era of big USIS posts having expansive programs and substantial budgets. New Delhi and its constituent posts constitute the Department's largest public diplomacy office and that program's agenda reflects and has the necessary financial resources to support the Department's new public diplomacy and other priorities. For example, in response to current Department emphases, PAS has initiated a carefully designed outreach to India's huge Muslim community, employing especially well International Visitor and Citizen Exchange grants and micro-scholarships for English language study. The four American information resource centers (AIRC)s at the embassy and constituent posts are models of effective outreach and use of new information technologies to reach key audiences. Programs and collections at the AIRCs seek to attract younger audiences - carrying on a decades-long tradition of building close ties between future leaders and the American centers around the country. The post has four American Corners around the country and its flagship publication, *Span* magazine, retains its prestigious niche in a highly competitive print media environment. The magazine is published in English, Hindi, and Urdu, which make it accessible to a much larger audience. The post's book reprint program supplies a steady stream of good American books on a variety of MPP topics to target audiences and book distributors. On the English teaching front, the upcoming assignment of an English teaching officer to New Delhi will substantially improve the post's capabilities to work with India's English teachers.

The geographic range and population diversity of India challenge the public affairs and public diplomacy programs, but program coordination countrywide is tight. All PAS officers and senior LES report a good information flow within the New Delhi headquarters and between New Delhi and the field. All PAS elements appreciate the attention given to their program interests and resource needs. The PAO has sought to maintain a transparent budgeting process, so that all staff understands the post's financial picture. Within the mission, PAS is a fully integrated player. At a meeting of the embassy's International Visitor Program selection committee meeting where ten embassy sections participated, it was clear that everyone understood the purpose of the program and the requirements of the selection process. This reflected careful preparation for the meeting and the provision of good briefing materials by the PAS exchanges staff. OIG suggested to the PAO and other PAS officers that the public diplomacy small grants program could constitute another effective mechanism to engage mission colleagues still further. For example, the addition of representatives from the political and economic section to the PAS grant review committee would open up that resource to other parts of the mission and stimulate mission support for projects in areas where PAS might not yet have good contacts.

The PAS is adjusting to the rising importance of the vernacular print and broadcast media by adding local staff fluent in some of India's 21 official languages. On the media side, these staff members contribute daily to the post's media analysis, so that consumers of this important product receive a good range of opinion and commentary. Although there is widespread English fluency among key audiences, PAS New Delhi has concluded that products and programs aimed at younger and wider audiences must also be available in languages other than English. Urdu speaking LES are particularly critical in building post contacts with India's huge Muslim community. The Hindi and Urdu editions of *Span* magazine, now both in their second year of publication, are notable examples of the post's determination to expand the reach of this flagship publication.

Staffing and Resources

The PAS, said one Washington observer, has the staff and resources to simultaneously meet Washington's requirements and pursue local program opportunities. One outstanding example of the latter was the post's production and publication of "People, Progress, Partnership: The Transformation of U.S.-India Relations," a 125-page book in English and Hindi editions highlighting the many areas of increased interaction between our two countries. Such a publication is now beyond the capability of most other PASs, but PAS India was able achieve a superb result.

Throughout its substantial agenda, the post adheres to the MPP's discipline, and the PAS finds its workload and pace unrelenting. U.S. officers and the talented local staff put in long hours to meet demands from the mission and the many Washington elements with ongoing programs in India. One public diplomacy officer said she was at her desk one hour after arrival at post and did not pause for six months. The post's admirable determination to send an American officer and a senior local employee with each U.S. speaker traveling in the country means that the program staff is frequently on the road, often at considerable personal hardship. The post has used the MPP to request information officer positions for Chennai and Mumbai. The addition of these two positions would significantly improve the post's ability to expand relationships with the local print and broadcast media. Indeed, an explosion in the number of private television stations around the country and increased Voice of America (VOA) Television interest in broadcasting to Indian audiences will provide fresh programming opportunities, but PAS is not now well positioned to take advantage of this development because of its shortage of press officers at the consulates.

Recommendation 13: Embassy New Delhi, in coordination with the Bureaus of South Asian Affairs and Human Resources, should identify and fund resources to establish and fill an information officer position in Mumbai and an information officer position in Chennai. (Action: Embassy New Delhi, in coordination with SA and M/DGHR)

Program Reporting

The PASs in New Delhi and at the consulates provide superb reporting on major programs conducted by the post. In addition to individual program evaluations, the weekly “results report” and regular atmospheric reports give Washington readers and support elements an excellent account of the use of post resources and Washington products. Detailed reports from the four AIRCs demonstrate the success of intensive outreach by the research center staff to key contacts on MPP themes, along with the success of ongoing efforts to expand engagement by the AIRCs with new audiences. PAS New Delhi employs an outstanding distribution and records system that fully documents program participation by post contacts and generates statistical data used by the post to refine program planning. In OIG’s survey phase of this inspection, PAS New Delhi received plaudits from several Washington offices that use New Delhi’s reports extensively for their own highlight reporting and resource requests.

Span Magazine

Span magazine, one of the last such publications produced by a public affairs office, has an annual budget of over \$500,000 for printing and distribution of its 60,000 bi-monthly copies, most of which are provided to post contacts for free. PAS New Delhi recognizes the need to justify this costly expense and to generate offsetting income. However, revenue from subscriptions and newsstand sales covers only a very small amount of the *Span* bill. The post has investigated opening the magazine up to advertisers, but the cost-benefit analysis did not indicate any advantage to selling advertising. *Span*, published in India for nearly five decades, is a nationally known and highly regarded magazine. The post regularly purges the distribution list and conducts focus group studies and reader surveys to determine impact and actual readership levels. Based on these reviews, PAS recently estimated that each copy had nearly 30 readers. High-quality content, either reprints from U.S. journals or post-generated articles, supports MPP themes

and highlights mission activities. Urdu readers have commented that the Urdu edition is the best publication in that language in India, and the magazine's new editor plans to have selected *Span* articles translated into other national languages. At a recent book fair at the Islamic University in New Delhi, students paid for subscriptions from their meager personal funds, and university officials noted the positive message about America that *Span* conveys to Muslim students. *Span* has won numerous awards from Indian professional associations for its content and design. With the nearly total elimination of magazines from the public diplomacy toolkit worldwide, *Span* exemplifies how a valuable, attractive, and informative magazine can reach key audiences and promote mission objectives.

The American Centers in India

American centers are well-established fixtures on the intellectual and cultural scenes in New Delhi, Mumbai, Chennai, and Calcutta. OIG agrees with the embassy's leadership that India is a country where free-standing American centers still play a vital outreach role. Ongoing reviews of shortcomings in U.S. public diplomacy, conducted by independent observers like the 9/11 Commission, also encourage the kind of vigorous outreach provided by the American centers in India. For decades, the American officers and local staff in the centers nurtured productive relationships with the gamut of India's present and future leaders. The centers are platforms for policy advocacy and hubs for traditional public diplomacy speaker programs, film showings, libraries and cultural presentations. They are effective showcases for the new technologies for research in which, for example, journalists seek background for an article or senior academics study a U.S.-related issue. Indeed, mission officials - with considerable Washington support - make a compelling case that the transformation of U.S.-India relations and the emergence of India as an economic and technological powerhouse warrant construction or acquisition of new state-of-the-art American center facilities.

OIG is concerned, however, regarding the current plan to close and reconfigure the American centers in New Delhi and Mumbai. This could fundamentally alter the centers' local reputations as stimulating and welcoming venues for interaction with PAS staff. OBO now intends to move Mumbai's American Center facilities onto a new consulate general compound in 2008. This move presents two major issues: PAS officers say the public affairs operation's space in the plan, including the information resource center/library, is inadequate for PAS needs, and moving onto the compound will end to the center's role as a highly visible and accessible American institution. In New Delhi, the plan would close the American center and move parts of the public diplomacy staff onto the embassy compound. It would

also move other PAS elements into existing, leased, commercial space shared with commercial tenants. The total impact would harm the center's well-established identity as an important American presence in the city.

OIG believes that the mission and the Bureau of South Asian Affairs have valid reasons to question the planning underway for the centers. Indeed, the embassy has vigorously presented, in cables and in briefings to senior visitors, its alternative vision of a state-of-the-art, stand-alone American center in New Delhi and how such a facility would help advance U.S. public diplomacy objectives in India. The Bureau of South Asian Affairs and the Office of the Undersecretary for Public Diplomacy and Public Affairs have joined the embassy in expressing their strong support for the new center. OIG also sees great merit in the concept. However, the mission and the concerned offices in the Department have not yet developed an agreed-upon strategic argument for a new center in New Delhi or formally requested Department approval of a new stand-alone center that could serve as a model for other centers in India or the world. Without the strategic argument and the action request to the Department, the Department has no basis to seriously consider the concept or identify the resources needed for a new model center.

Recommendation 14: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs and the Office of the Undersecretary for Public Diplomacy and Public Affairs, should draft a strategic plan for the development of a model American Center in New Delhi and submit this plan to the Department for action. (Action: Embassy New Delhi, in coordination with SA and R)

United States Educational Foundation in India

The public diplomacy office and the United States Educational Foundation in India (USEFI) enjoy a close and harmonious working relationship. USEFI occupies space in the American Centers in Mumbai, Calcutta and Chennai - a physical proximity that greatly enhances interaction between USEFI and PAS. OIG found two areas of concern regarding USEFI, however. The U.S.-India agreement creating USEFI states that the U.S. government will fully fund USEFI. Despite years of effort by the embassy, the Indian government has yet to agree to amend the agreement and make a contribution to the Foundation. The USEFI executive director provided OIG with a full history of the embassy's attempts on this score. There has been some progress recently. This was the subject of a formal recommendation

in the 1999 inspection of the U.S. mission in India, but since the embassy has been doing what it can to move this to a positive resolution, OIG is not making another formal recommendation. A second area of concern relates to USEFI space in the American centers. The American center in Mumbai will move to a new consulate compound by 2008, but there is no plan to provide USEFI with office space there. The Mumbai office will therefore have to find its own space in a crowded and expensive commercial market. This is not an issue for PAS or the embassy, but OIG believes the embassy members on the USEFI board can keep the subject on the USEFI agenda and ensure timely action on locating new space.

Management of Public Diplomacy Resources

Several aspects of PAS management and embassy support to PAS raise concern. In the course of the consolidation of USIA into the Department, the USIS American executive officer position transferred to the embassy's management section as a deputy for the management counselor. Several local employees in financial management, clerical, and other program-support roles also "cross walked" to ICASS. These personnel actions reflected one of consolidation's major goals: elimination of USIA's separate management structure and transfer of most PAS management requirements to financial management and other administrative staff elsewhere in the embassy (especially under ICASS). General dissatisfaction, within PAS and in the embassy's management section, regarding the new administrative arrangements gradually led to a reversal of some consolidation actions. To try to improve program support, the embassy worked with PAS to reprogram the deputy public affairs officer position as a program development officer in 2000. In all but name, this action recreated the executive officer position. LES financial management and procurement positions have also returned to PAS. Meanwhile, the embassy is preparing to shift responsibility for mailroom personnel and equipment at the American center in Mumbai from ICASS back to the PAS.

OIG cannot support this trend. The mission's solution to long-standing administrative and management problems regarding public diplomacy support requirements, problems that predate the USIA-Department of State consolidation, has been to leave or reassign responsibility for many of those support requirements in PAS. This is troubling since PAS and the embassy are arguing for new public diplomacy American officer and LES positions, even as PAS has assigned staff to tackle coordination and service delivery problems with the embassy's bureaucracy. The PAS India program is, indeed, huge. The separate American Centers in New Delhi, Mumbai, and Calcutta present management and coordination problems for the delivery of services, maintenance, and other daily needs. OIG believes that

solutions exist to help PAS focus its strained personnel resources on its program objectives. These measures include internal reorganization within PAS and greater involvement by embassy management staff in supporting the many administrative needs generated by an active public affairs office operating in multiple locations. The embassy can take one necessary step: reprogramming the program development officer position that now focuses on management to a public diplomacy position actively engaged in conducting public diplomacy. PAS may consider assigning this position to a consulate public affairs operation rather than to the embassy.

Recommendation 15: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs, should reprogram the public affairs section program development officer position no. 60-483000-4400 P as a public diplomacy officer position and rewrite the work requirements for the position to emphasize the public diplomacy aspects of the position. (Action: Embassy New Delhi, in coordination with SA)

RESOURCE MANAGEMENT

There are 207 direct-hire Americans employees at Embassy New Delhi and its constituent posts. There are also 38 family member appointments, two temporary staff members working in the health unit, and 1,245 LES. There are 79 other direct-hire Americans in India. They work for the Department of Defense (30) and eligible family members (2), the U.S. Agency for International Development (19), the U.S. Department of Commerce (7), the Drug Enforcement Administration, (5), Federal Bureau of Investigation (3), Department of Homeland Security (4), Library of Congress (3), the Centers for Disease Control and Prevention (3), the Foreign Agricultural Service (2), Foreign Broadcast Information Service (1), Voice of America (1), and the Department of Health and Human Services (1). There are over 250 LES at those agencies.

Embassy New Delhi's fiscal year budget is \$21,328,071, including \$10,941,700 for ICASS, \$5,816,581 for diplomatic and counselor programs, and \$4,569,790 for public affairs.

A seasoned management counselor leads the management section. The deputy management officer is responsible for the human resources and the financial management sections within the management structure and for the constituent posts. The position should include responsibility for administrative issues at the American centers. The management counselor and the deputy are attempting to remedy ongoing problems and to establish a customer-service orientation. However, management has not been entirely responsive to the needs of the sections and constituent posts. The negative comments made by embassy and consulate employees focus on health care, commissaries and canteens, housing, maintenance, and repairs. Otherwise, relatively high scores were provided on the OIG's employee questionnaires. The embassy's remedies for problems, meanwhile, are not mirrored fully in the consulates. For example, a management DVC conducted with all posts focused on New Delhi issues and the community liaison officer's plans, not on consulate issues. That once per month conference should focus on the constituent posts, while the embassy's other weekly meetings could focus on the embassy.

Embassy New Delhi's large management section has 25 direct-hire American officers, two part-time community liaison officers, and, with the exception of one

general services office (GSO) position, the section is fully staffed. The financial management unit operates according to regulations but does not have a positive relationship with the constituent posts. For instance, all procurement sections wait for long periods for funds-availability data, and two consulates believe there is unfairness in the distribution of financial resources. Delays in implementing the computer assisted job evaluation (CAJE) and a recent pay raise provided to local staff resulted from the human resources (HR) unit's slow responses. Further, HR has not converted the positions of some local employees who are still employed under contracts instead of employment agreements. Constituent posts doubt the funding shortfalls relate to wage increases and implementation of CAJE results because the shortfalls predate implementation of these increases.

The facilities management services (FMS) office and the GSO each report to the management counselor. Consequently, there is a gap between acquiring or refurbishing a residence and making it ready for occupancy in New Delhi. The consulates have had less problem with moving staff directly into permanent housing.

In New Delhi, the facilities management staff provides maintenance and repair services for U.S. government-owned and short-term leased properties. Although there is a useful set of telephone numbers and e-mail addresses, occupants in residential units call the GSO, not the FMS, for repairs. The management counselor is considering a plan to establish a housing office to better coordinate FMS and GSO activities.

RIGHTSIZING

A rightsizing exercise is needed to evaluate the workloads and number of local and administrative staff needed to execute mission requirements. Although U.S. interests are growing at Mission India, staff resources may be excessive in some sections and short in others. The ratio of ICASS staff to officers is 2.9 to 1. This is significant because the MPPs for 2005 and 2006 request a total of 33 additional officers. The embassy has not identified the related number of additional local-hire and direct-hire staff that would be needed. This analysis is an important adjunct to position-increase requests in view of static and shrinking financial resources. Aside from possible adjustments in ICASS staffing, OIG believes post management should give priority to American staffing shortages in diplomatic security (one position), consular affairs (up to seven positions), and public diplomacy (two positions), and reflect these priorities in its MPP.

The Department cross-walked the New Delhi USIS executive officer position when USIA merged with the Department, and the existing executive officer positions disappeared. Despite cross-walking this position in New Delhi, the embassy placed the executive officer function back in PAS in 2000 by reprogramming the deputy PAO position as a program development officer at the American center to handle PAS management and administration. OIG recommends adding those responsibilities to the deputy management officer's work requirements statement, freeing the program development officer management position for public diplomacy program activity. The incumbent deputy management officer position would then be responsible for coordinating with embassy elements the financial and administrative functions underpinning PAS programs. Elsewhere in this report, OIG recommends reprogramming the program development officer as a public diplomacy officer.

Recommendation 16: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs and the Bureau of Human Resources, should rewrite the work requirements for the deputy management officer's position to include management oversight and responsibility for public affairs administrative matters. (Action: Embassy New Delhi, in coordination with SA and M/DGHR)

FACILITIES MANAGEMENT

The facilities management staff has not adequately served the constituent posts' needs, except in Calcutta. There, OIG found a well-maintained facility, which calls into question OBO's long-range plan to replace it. The facilities management staff's occasional visits have not been sufficient to ensure that U.S.-owned property is properly maintained, particularly in Mumbai. There are three facilities management officers in New Delhi, and OIG believes two officers are enough to focus on New Delhi's facilities issues. There is a discrepancy between attention to New Delhi's facilities problems and the consulates' problems. Given plans to construct a new compound in Mumbai and the need to maintain U.S.-owned properties until the compound is completed, greater FMS attention is needed. Current plans to transfer one of New Delhi's three facilities management staff to Mumbai may resolve some of the consulate's maintenance problems.

The locally employed maintenance and repair employees have not provided competent maintenance services and must return many times to repair simple problems. OIG suggested that Embassy New Delhi develop training programs for all posts' repair staffs.

Consulate General Chennai

Consulate General Chennai's primary facilities problem is inequitable space allocation. Some sections have luxurious amounts of space while the consular section is so crowded that local staff do not have chairs and must stand or share a seat. The large auditorium is used infrequently for representational events, but the consulate has allocated library space liberally on the second floor because the floor cannot apparently support the bookcases unless they are kept far apart. It may be possible to relocate staff from first-floor offices to underutilized space elsewhere in the building. Some of this reallocation should be managed locally. In fact, during the inspection, the consulate reassigned underutilized space and requested help from OBO in determining how to move some sections. Although the consulate has been proactive in resolving the space problems, the embassy and the Department must be involved in decisions involving moving the American Information Resources Center's library. Consulate employees said they expected to move to a new consulate building within the next five to ten years and planned to begin searching for land. OIG, while acknowledging that Chennai may be included in OBO's long-range plan, found no evidence that a land search is needed now.

The computer center in Chennai is in deplorable condition, with rust, dripping water, and an array of water buckets presenting life-safety and health issues. OBO support has not been adequate. Asked why repairs to leaking pipes, identified more than one year ago, are still incomplete, OBO said it planned to complete repairs in April 2005.

The consul general's residence also needs repair. Again, brief, intermittent visits by facilities management employees from the embassy were insufficient to ensure that this U.S.-owned property was properly maintained. A spacious residence, the premises are shabby and inhospitable. The windows have no screens in this mosquito-infested area, and the facilities staff retiled the swimming pool apron in piecemeal fashion. OIG suggests that Embassy New Delhi's facilities staff provide adequate oversight, so that repairs and refurbishment are completed before the new principal officer arrives in August 2005.

Consulate General Mumbai

In 2004, OBO provided about \$18 million to purchase a 10-acre site for a new consulate general compound. The plans for the new compound include space for all sections currently associated with the consulate, a warehouse, a general services annex, a Marine security guard residence, and the consul general's residence. The new compound will cost nearly \$100 million.

Embassy New Delhi's FMS is not properly maintaining the U.S.-owned, three-story apartment building, Washington House in Mumbai. The building has nine apartments, a commissary, and fitness room. The top floor is a recreation room where the recreation association has employed an artist to paint a mural. OBO has made superficial and cosmetic repairs, but the building is unattractive. Consulate General Mumbai plans to move in 2008 to a new compound located about one hour away from Washington House. Therefore, OIG agrees that the embassy should sell Washington House, in coordination with moving to the new compound and locating residential space in that vicinity.

The future of the existing consulate building, Lincoln House, remains unresolved. The U.S. government acquired the building in 1958. The consul general's residence is on the third floor and fourth floors. Built in 1938 as a maharaja's palace, the building shows its age, and its maintenance has been poor. Embassy New Delhi believes the U.S. government should keep Lincoln House and use it for future public diplomacy needs, notwithstanding plans to include public diplomacy's offices in the new compound. To bolster its position, the embassy tasked the consulate to 1) determine restrictions on the property, 2) review the requirements and cost of compliance with the Americans with Disabilities Act, 3) determine what public diplomacy functions could take place there and prepare a floor plan for such functions, and 4) determine the security standards that must be met to comply with diplomatic security requirements. The embassy also tasked its facilities office to identify funding to have an architectural and engineering firm review the building's physical and technical soundness. Although the results of these tasks may be informative, they are unlikely to make a case for keeping the structure.

Keeping Lincoln House would require a large investment to refurbish it and recurring costs for maintenance, in addition to maintenance costs for the new compound. In the last two years, Embassy New Delhi has spent close to \$40,000 annually to maintain the building. OIG believes more costly support would be needed to provide proper maintenance. Any plan to keep Lincoln House would also require co-location waivers from the Secretary and the Assistant Secretary for DS and setback waivers from DS.

Recommendation 18: Embassy New Delhi should send its well-trained, experienced human resources local staff to train local staff in similar positions at constituent posts. (Action: Embassy New Delhi)

Throughout Embassy New Delhi and its constituent posts, work requirements statements and performance evaluation reports are sometimes late or incomplete. The embassy's HR office has not kept Embassy New Delhi's executive office informed about late evaluations and has not provided the DCM or consuls general at constituent posts with lists of the delinquent raters. OIG noted the same problems in its 1999 report and recommended that Embassy New Delhi monitor and report on the completion of these reports.

Computer-Aided Job Evaluation

Embassy New Delhi's delay in communicating the results of the computer-aided job evaluation (CAJE) process to staff concerns the embassy's front office and negatively affected the work force. The causes for the delay are in dispute but were, in part, linked to Embassy New Delhi's delayed responses to the Department's Office of Overseas Employment. The Department authorized Embassy New Delhi to implement CAJE results on January 12, 2005, recognizing that a few positions remained unresolved. The embassy chose to delay implementing CAJE until all the classifications were finalized. The embassy announced the results of CAJE in March 2005, with an effective date at the beginning of April.

Pay Increase

Embassy New Delhi's three-pay-period delay in implementing the local staff pay increase troubles the embassy's front office. The increase was subject to the availability of funds. In December 2004, the Department authorized the embassy to implement a 12 percent increase, effective the beginning of the second pay period in 2005. However, SA could fund only a six-percent increase. During the inspection, SA and the embassy agreed to implement a 12-percent increase, effective March 20, 2005. The pay increases will result in reductions in travel, training, and other discretionary accounts.

wide. When the agencies at the American centers move to embassy compounds, they will become ICASS subscribers and the direct-charge anomaly will end. OIG believes all administrative costs at these centers should be brought into the ICASS process. It can do so in the ICASS software by establishing sub-cost centers within the ICASS budget for each of the American centers, allocating staff time and other support costs to the sub-cost centers, and adding the workload consumed by the agencies located at the centers. This solution will add the transparency that is lacking under current arrangements and will assure the agencies in the American centers that their costs are not simply mingled with support provided at the embassy or annex.

Recommendation 19: Embassy New Delhi should discontinue direct charging the agencies housed at the American centers for administrative services and institute a process for charging these services under the International Cooperative Administrative Support Services. (Action: Embassy New Delhi)

FINANCIAL MANAGEMENT

The financial management office (FMO) provides services to New Delhi, the constituent posts, and other U.S. government entities, however its customer service image is a concern. The section's experienced and qualified staff could use advanced financial training, although they review accounts regularly and follow required procedures. Some of the embassy's sections and two of the consulates complained that the FMO's control over the budget is not transparent and its explanations are unclear. There needs to be more consultation with the constituent posts and some section heads regarding how the FMO determines its budgets and manages U.S.-government funding.

In Embassy New Delhi and its constituent posts, some employees have waited nearly three months for the processing of their travel vouchers. The embassy does not use the Department's automated Travel Manager software. Instead, the travel office prepares hard-copy travel authorizations and vouchers. OIG addressed this in an informal recommendation in its 1999 inspection report. OIG continues to believe that using Travel Manager could speed the processing of authorizations and travel claims. The Department plans to implement a pilot program to test a new, web-based system, E-travel, which will replace Travel Manager in about 2007.

QUALITY OF LIFE

Health Units

The quality of medical services available varies among the posts in India. Embassy New Delhi's regional medical officer visits the consulates regularly, and the embassy's generously staffed health unit provides satisfactory services for embassy staff and dependents. There are three regional doctors, including a regional psychiatrist, one direct-hire health practitioner, three part-time nurses, a laboratory technician, a locally-employed assistant laboratory technician, a pharmacist, and three other locally-employed administrative staff, including a receptionist. The unit's workload does not require a medical aide who performs clerical and cleaning duties or a supply clerk who has inventory duties only for expendable supplies. In most health units, nurses and administrative assistants perform some administrative duties. OIG believes the embassy could eliminate these two positions, as mentioned in the 1999 inspection report.

In a unique configuration for any embassy, the health unit has its own pharmacy. The pharmacy provides without charge certain vaccines, malaria pills, fluoride supplements for children, and medications for gastrointestinal complaints. Other items require modest payments. Embassy New Delhi's pharmacy saves post and embassy personnel money by having readily available, reliable, low-cost medications, including those for allergies, hypertension, and arthritis.

Embassy New Delhi's health unit has created an inventory system for its medications, but does not maintain an inventory for expendable medical supplies. In addition, consulates that receive medications from the pharmacy do not maintain inventories of those medications at their locations. OIG believes each constituent post should keep an inventory of Embassy New Delhi-supplied medications.

Recommendation 22: Embassy New Delhi should maintain an inventory for expendable medical supplies and direct the constituent posts to maintain inventory records for medical supplies and controlled drugs. (Action: Embassy New Delhi)

Recommendation 23: Embassy New Delhi should direct the American Community Support Association to establish procedures that allow only approved individuals access to its commissaries. (Action: Embassy New Delhi)

MANAGEMENT CONTROLS

The Chief of Mission Management Controls Statement of Assurance for 2004 correctly did not report material weaknesses. The embassy used the Department's risk assessment questionnaire as the basis for its management controls assertions. The embassy's 2003 statement of management controls reported a case of theft and collusion that implicated maintenance and maintenance supply staff. The embassy's corrective action plan transferred responsibility for inventory controls from the facilities maintenance supervisor to the general services office.

American Community Support Association: Alcoholic Beverage Sales

The association must focus on controlling alcoholic beverage sales. Although the commissary keeps ration control cards for each member, there is no evidence that anyone in Mumbai or New Delhi monitors the ration cards. In fact, ACSA monitors only the top 20 liquor buyers in New Delhi. Further, monthly liquor allowances vary between the commissaries in Mumbai and New Delhi. For example, New Delhi's TDY employees who become ACSA members may purchase two bottles of liquor weekly. In New Delhi, embassy employees may buy three bottles of liquor monthly. In Mumbai, employees may buy six bottles of liquor monthly. OIG reviewed the ration cards in Mumbai and found some members purchased three or four times more than their quotas. ACSA must monitor liquor limits and establish consistent rations for all commissary members.

Recommendation 24: Embassy New Delhi, in coordination with the Bureau of Administration, should direct the American Community Support Association to monitor liquor quotas each month and to establish consistent limits on liquor purchases at all commissaries. (Action: Embassy New Delhi, in coordination with A/OPR)

American Community Support Association Commissary in Mumbai

ACSA's commissary is at Washington House in Mumbai and is open three times a week. Many staff members complained about the commissary having expired goods, asserting that ACSA New Delhi purposely sends expired goods, and complained that shipments take too long. OIG found no evidence that ACSA intentionally sends expired goods to Mumbai. To remedy the concerns, ACSA has hired a purchasing manager and commissary manager who will work in New Delhi to provide the necessary oversight and direction for Mumbai's operations.

The Mumbai commissary has one full-time and one part-time employee. OIG believes that having this number of employees, with almost no supervision from New Delhi's ACSA management, could be a liability for the association. For example, the full-time employee orders goods, receives merchandise, performs the inventory, collects members' payments, and performs all ACSA administrative duties in Mumbai. The part-time employee only assists in putting items on the shelves. ACSA should shift some duties from the full-time employee to the part-time employee. ACSA needs to segregate duties between the two employees to reduce potential vulnerabilities in the commissary operations. OIG addressed this with an informal recommendation.

Mumbai American Recreation Association

Consulate General Mumbai's employee association, the Mumbai American Recreation Association (MARA), fits the mini-association category because its gross revenue is less than \$120,000 a year. MARA is very active in the community and supports CLO events, but does not have oversight responsibility over ACSA's commissary. MARA uses George's, a recreational area within Washington House, to sponsor events where alcoholic and non-alcoholic beverages and food are sold. Local residents, third-country nationals, and diplomats attend MARA functions, and the consulate's RSO reviews MARA's guest lists prior to these events.

MARA sells drink tickets to raise funds, and it buys some of the alcohol it resells at George's from the ACSA commissary. Using duty-free, imported goods for resale is illegal. MARA must discontinue buying duty-free imported goods from ACSA for resale.

Recommendation 25: Embassy New Delhi, in coordination with the Bureau of Administration, should direct the Mumbai American Recreation Association to stop reselling duty-free, imported goods. (Action: Embassy New Delhi, in coordination with A/OPR)

MARA has a new executive board whose members are working closely with the Department's Commissary and Recreation office to update MARA's charter and bylaws. However, MARA has been late in fulfilling some administrative requirements.

INFORMATION MANAGEMENT AND INFORMATION SYSTEMS SECURITY

Embassy New Delhi and its constituent posts operate extensive information management (IM) programs that include system administration of unclassified and classified networks, diplomatic and classified pouch, radio and telephone maintenance, and telecommunication support. They also provide regional support to other posts in the Near Eastern Affairs and SA bureaus.

All locations in India scored below average on most IM issues in OIG's management operations questionnaires, particularly on oversight, additional local area networks, and implementation of the information systems security officer (ISSO) program. OIG has provided informal recommendations to address deficiencies in training, change control boards, records management, security documentation, and access controls.

INFORMATION MANAGEMENT

Management Oversight

Embassy New Delhi systems staff consists of an information management officer (IMO) who currently oversees an information systems center (ISC) led by the information systems officer (ISO) and an information program center (IPC) led by the information program officer (IPO). The IMO only provides minimal technical advice to the constituent posts and no management oversight. This is contrary to 5 FAM 121.1(6)(a), which states the IMO is responsible for all IM operations at constituent posts.

Two consulates general demonstrate the varied performance of the IM program in mission India.

In fact,

OIG saw that the first-tour information management specialist has assumed the primary leadership role of the IM section. This inadequate attention from senior management has resulted in several IM and information systems security deficiencies, for which OIG has provided formal and informal recommendations.

Consulate General Chennai has followed the majority of department regulations and guidelines pertinent to IM and information security, despite its limited staffing resources and deplorable post communication center. OIG received numerous positive inputs from consulate staff on the IM staff's technical ability and customer service. Embassy New Delhi and the other constituent posts can use Consulate General Chennai's systems staff as a resource on how to implement patch management, conduct ISSO duties, and manage general systems administration.

To ensure consistency among all constituent posts' IM operations and to comply with 5 FAM requirements, the IMO should be the reviewer of record on the employee evaluation reports of senior information management staff at Consulates General Chennai, Mumbai, and Calcutta (when the position is staffed this summer). The IMO can conduct DVCs with the information management staff at the constituent posts to keep abreast of operational issues or concerns. (The mission has implemented an innovative, financially practical way of conducting DVCs that the IMO should use to increase his oversight of the IM staff.)

Recommendation 26: Embassy New Delhi should include the information management officer as the reviewer of record for senior information management staff at all constituent posts starting with the April 2005 work requirements. (Action: Embassy New Delhi)

Information Management Staffing

Consulate General Chennai's systems staff of three LES is not sufficient to maintain the operations of its expanding, unclassified network of approximately 250 workstations and 12 servers. Current staffing is based on 1997 support requirements, and the consulate staff has at least doubled since then. To preserve high-level customer support and ensure that all Department configurations are maintained on workstations and servers, systems staffing should increase to respond to the post's current staffing and future growth.

Recommendation 27: Embassy New Delhi should increase Consulate General Chennai's locally employed systems staff to meet current and future unclassified support requirements. (Action: Embassy New Delhi)

The senior IM specialist at Consulate General Mumbai does not follow the 5 FAM 121.1(3)(c) HR requirements and has never met with several LES to conduct counseling or discuss work requirements.

Recommendation 28: Embassy New Delhi should direct the senior information management specialist to schedule and conduct counseling sessions with locally employed staff. (Action: Embassy New Delhi)

Information Management Training

Embassy New Delhi is currently considered a training post for first and second-tour IM specialists. The specialists rotate through IPC functions on a quarterly basis, but are never rotated through the ISC. An IM specialist should also have a rotation in the ISC to obtain experience in all of the embassy's information technology operations.

Consulate General Mumbai is upgrading its unclassified and classified networks to the latest approved operating system, but none of the LES has had systems administrator training to support the new operating system. This could make the transition difficult.

Dedicated Internet Networks

Embassy New Delhi and its constituent posts have dedicated Internet networks, called Information Resource Center local area networks (IRC LAN), which are legacies of the public affairs network (PDNet). The posts requested waivers from the Bureau of Information Resource Management (IRM) in June 2004 to continue operating the networks. IRM granted temporary waivers for one year, but has not made a permanent decision. OIG believes there is inadequate justification for retaining these networks in their current configuration.

Each IRC LAN consists of several workstations and servers. The workstations are used for public Internet access, clientele access to the library software application, and administration of the library software application. Staff can also access

the Internet, although they have Internet access through OpenNet Plus. OIG believes that post can save financial and staff resources, while following Department guidelines, by creating a closed network to use and manage the library software and for connecting to an integrated services digital network (ISDN) provider, to allow public Internet access to a few workstations. This would alleviate the need for all but one server for each location, remove several workstations, and allow the upgrade of remaining workstations using the post's current, unclassified inventory, which is scheduled for disposal. Modifying the current configuration of the IRC LAN could save the mission approximately \$26,000 per year in connection costs.

OIG also found that Embassy New Delhi and Consulate General Calcutta have secondary dedicated Internet networks that duplicate the capabilities provided by OpenNet Plus. This contradicts the Department policy (5 FAM 874) that posts use OpenNet Plus to access the Internet. Consulate General Calcutta has requested an IRM waiver, and the decision is pending. The maintenance and operating requirements for these networks draw on the post's already limited staff and financial resources.

Standalone Internet Workstations

Consulate General Mumbai has no reason to maintain the standalone workstation in the management officer's office. Eligible family members use this workstation for general Internet access, and post staff use it if they cannot access a website on OpenNet plus. At 5 FAM 784, there is guidance for providing eligible family members access to OpenNet Plus, and staff can work with IRM to resolve website access problems.

The consulate general has another standalone Internet workstation, in the ACS section. American citizens use this workstation to access the Internet-based Registration Service software, which is part of the CA warden system. The embassy should request a waiver from IRM to operate this system, as required by 5 FAM 874.

Recommendation 29: Embassy New Delhi should direct Consulate General Mumbai to disconnect the standalone Internet workstation in the management officer's office and provide OpenNet Plus access to eligible family members as appropriate. (Action: Embassy New Delhi)

Local Change-Control Board

To manage its hardware, software, and network infrastructures, Embassy New Delhi and its constituent posts are required to implement functioning, local, change-control boards (CCBs) that comply with the Department's Information Technology CCB Standard Operating Procedures. They have not done so. Although Embassy New Delhi has documented, local CCB standard operating procedures for mission India, the procedures are not being followed. Furthermore, Embassy New Delhi does not have a local CCB process for its networks.

The current version of the standard operating procedures does not allow each constituent post to have its own local CCB. Currently, each post's systems staff sends an e-mail to Embassy New Delhi's ISO, requesting clearance of the software or hardware to be added to the network. The ISO decides to allow or prohibit the installation. However, Embassy New Delhi is not part of the constituent post's unclassified and classified networks, and Embassy New Delhi's systems staff cannot determine fully the impact of an installation on the constituent post's network.

Managing Operations

Embassy New Delhi, Consulate General Chennai, and Consulate General Mumbai do not have any way to track the tasks of the help desk or IPC staff. Implementing a tracking system would allow management to perform workload analysis, measure staffing requirements, and review trend analysis and might improve customer-response times. The Department has Universal Trouble Ticket software that can automate these tasks on the unclassified network. Consulates General Calcutta and Mumbai have also not designated records management officers and have not implemented the required records management procedures.

Physical Security

Several physical security deficiencies exist throughout the mission.

Embassy New Delhi placed a work order for secure racks to be installed in December 2004, but the racks have not been installed. Consulate General Calcutta has implemented most physical security requirements for protecting computer equipment,

INFORMATION SYSTEMS SECURITY

The information systems security program at Embassy New Delhi and its constituent posts is not as effective as it should be because of inappropriate assignment of duties, nonperformance of duties, (b) (2)(b) (2)(b) (2)(b) (2)(b) (2) , and inadequate system security documentation. Many of these deficiencies are due to inadequate management oversight.

Information Systems Security Officer

Embassy New Delhi has not properly implemented the Department's ISSO program. Currently the ISSO for the unclassified system is also the ISO, and the ISSO for the classified network is an IPC staff member. This results in inadequate separation of the duties of monitoring a system and of providing an operational system and is an internal control weakness.

In addition, the ISO performs only a few of the duties of an ISSO. For example, the ISO has used the department network scanning tool only once, although the scan should be conducted quarterly to ensure that the Department's security settings are in effect. OIG also found that the servers were not configured correctly to log many server security events regarding workstation and user account maintenance, as required by the Diplomatic Security Windows NT 4.0 Configuration guidelines. Furthermore, the alternate ISSO does not have an administrative account, as required by 12 FAM 622, to conduct the ISSO duties.

Recommendation 30: Embassy New Delhi should designate the information program officer as the information systems security officer for the unclassified network and designate the information systems officer as the information systems security officer for the classified network. (Action: Embassy New Delhi)

Recommendation 31: Embassy New Delhi should configure all unclassified workstations and servers to meet all department security and configuration guidelines. (Action: Embassy New Delhi)

Patch Management

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FORMAL RECOMMENDATIONS

Recommendation 1: Embassy New Delhi, in coordination with the Bureau of Human Resources and the Bureau of Administration, should develop, and the Department should implement, tour of duty and allowances policies that rationalize the tours of duty and allowances across all four posts, reducing the standard tour of duty in India to two years with one rest and recuperation break. (Action: Embassy New Delhi, in coordination with M/DGHR and A)

Recommendation 2: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs (SA), should undertake a feasibility study for establishing a consulate in Hyderabad, exploring fully the major resource implications, with a target date for establishing such a consulate of no later than 2008. (Action: Embassy New Delhi, in coordination with SA)

Recommendation 3: Embassy New Delhi, in coordination with the Bureau of Oceans, International Environment and Scientific Affairs and the Office of the Legal Adviser, should establish a sunset date for active U.S. India Fund and Interim Fund projects that still have obligated but undisbursed balances and inform the relevant U.S. government agencies of this action. (Action: Embassy New Delhi, in coordination with L and OES)

Recommendation 4: Embassy New Delhi, in coordination with the Bureau of Oceans, International Environment and Scientific Affairs and the Office of the Legal Adviser, should notify U.S. government agencies that expired obligations in projects they managed will be withdrawn and returned to the appropriate fund. (Action: Embassy New Delhi, in coordination with L and OES)

Recommendation 5: Embassy New Delhi, in coordination with the Bureau of Oceans, International Environment and Scientific Affairs, the Office of the Legal Adviser, and other appropriate bureaus, should seek and reach agreement with the government of India on the creation of one or more new programs to be endowed with the funds remaining in the United States India Fund and the Interim Fund. (Action: Embassy New Delhi, in coordination with OES and L)

Recommendation 6: Embassy New Delhi, working with the Bureau of Overseas Buildings Operations, the Bureau of Consular Affairs, and the Bureau of South Asian Affairs, should fully fund Consulate General Calcutta's revised consular reconfiguration proposal. (Action: Embassy New Delhi, in coordination with OBO, CA, and SA)

Recommendation 7: Embassy New Delhi, in coordination with the Bureaus of South Asian Affairs, Consular Affairs, and Human Resources, should identify and fund seven new, entry-level, consular positions countrywide. (Action: Embassy New Delhi, in coordination with SA, CA, and M/DGHR)

Recommendation 8: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs and the Bureau of Consular Affairs, should routinely budget sufficient funds for housing for temporary, consular annuitant staff. (Action: Embassy New Delhi, in coordination with SA and CA)

Recommendation 9: Embassy New Delhi should program into the work requirements of the deputy consul general a requirement that he routinely dedicate time to oversight of the visa process through regular adjudication meetings, daily observation of the interview process, and interviewing alongside the less experienced officers. (Action: Embassy New Delhi)

Recommendation 10: Embassy New Delhi, in coordination with the Bureau of Consular Affairs, the Bureau of South Asian Affairs, and the Bureau of Human Resources, should require that any new entry-level consular positions over and above those already established in New Delhi at the time of this inspection be two-year consular assignments, not rotational positions. (Action: Embassy New Delhi, in coordination with CA, SA, and M/DGHR)

Recommendation 11: Embassy New Delhi's minister counselor for consular affairs should spend at least a week on the ground in Chennai to review consular operations, propose necessary procedural changes, and brief all affected American officers on the needed changes. (Action: Embassy New Delhi)

Recommendation 12: Embassy New Delhi should reprogram its entry-level immigrant visa officer in Chennai to the nonimmigrant visa unit, taking care to ensure that one or more nonimmigrant visa officers are cross-trained in immigrant visa work. (Action: Embassy New Delhi)

Recommendation 13: Embassy New Delhi, in coordination with the Bureaus of South Asian Affairs and Human Resources, should identify and fund resources to establish and fill an information officer position in Mumbai and an information officer position in Chennai. (Action: Embassy New Delhi, in coordination with SA and M/DGHR)

Recommendation 14: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs and the Office of the Undersecretary for Public Diplomacy and Public Affairs, should draft a strategic plan for the development of a model American Center in New Delhi and submit this plan to the Department for action. (Action: Embassy New Delhi, in coordination with SA and R)

Recommendation 15: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs, should reprogram the public affairs section program development officer position no. 60-483000-4400 P as a public diplomacy officer position and rewrite the work requirements for the position to emphasize the public diplomacy aspects of the position. (Action: Embassy New Delhi, in coordination with SA)

Recommendation 16: Embassy New Delhi, in coordination with the Bureau of South Asian Affairs and the Bureau of Human Resources, should rewrite the work requirements for the deputy management officer's position to include management oversight and responsibility for public affairs administrative matters. (Action: Embassy New Delhi, in coordination with SA and M/DGHR)

Recommendation 17: Embassy New Delhi should direct Consulate General Mumbai to develop a schedule that staggers the drivers' arrivals and departures to cover more hours during evenings and weekends without incurring overtime. (Action: Embassy New Delhi)

Recommendation 18: Embassy New Delhi should send its well-trained, experienced human resources local staff to train local staff in similar positions at constituent posts. (Action: Embassy New Delhi)

Recommendation 19: Embassy New Delhi should discontinue direct-charging the agencies housed at the American centers for administrative services and institute a process for charging these services under the International Cooperative Administrative Support Services. (Action: Embassy New Delhi)

Recommendation 20: Embassy New Delhi and its constituent posts should use the Department's Travel Manager software for travel authorizations, advances, and vouchers. (Action: Embassy New Delhi)

INFORMAL RECOMMENDATIONS

Informal recommendations cover operational matters not requiring action by organizations outside the inspected unit and/or the parent regional bureau. Informal recommendations will not be subject to the OIG compliance process. However, any subsequent OIG inspection or on-site compliance review will assess the mission's progress in implementing the informal recommendations.

Consular

The recent tsunami disaster highlighted weaknesses in the mission's warden systems. Although the Indian posts encourage American residents to register, there is minimal outreach to the transient tourist and business populations.

Informal Recommendation 1: Embassy New Delhi and its constituent posts should include the principal tourist hotels and resorts as well as American companies in the warden alert systems.

The locally employed supervisor in American Citizen Services (ACS) in New Delhi has an extensive network of contacts that she uses in extremely complicated cases. No one else in the consular section has access to her contact file, and no one is groomed as her backup.

Informal Recommendation 2: Embassy New Delhi should identify at least one officer, the minister counselor for consular affairs, and two locally employed staff to interact with government contacts so that, in the LES supervisor's absence, these employees can facilitate ACS consular business in sensitive cases.

Appointment backlogs encourage Indian government and business officials to approach their consulate contacts for expedited appointments for persons who do not meet referral guidelines. Mumbai already has a written, standard operating procedure for processing such requests.

Informal Recommendation 3: Embassy New Delhi should require that officers in Consulate General Mumbai follow standard operating procedures in requesting expedited appointments, rather than make ad hoc requests to consular personnel.

Informal Recommendation 14: Embassy New Delhi should require that all financial transactions at Consulate General Calcutta take place at the outside cashier window.

The outside cashier window in Consulate General Calcutta is open from 9 a.m. to 11 a.m.

Informal Recommendation 15: Embassy New Delhi should require that the Calcutta Consulate General's cashier window extend its service hours from 10 a.m. to 4 p.m. to accommodate vendors and in-house customers.

The financial management office at Consulate General Calcutta is not recording or maintaining evidence of sub-cashier cash verifications.

Informal Recommendation 16: Embassy New Delhi should require that Consulate General Calcutta record and maintain sub-cashier, unannounced cash-verification information.

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Informal Recommendation 17: (b) (2)(b) (2)

The certifying officer in Consulate General Calcutta does not cancel vouchers and supporting documentation when they are certified.

Informal Recommendation 18: Embassy New Delhi should require that Consulate General Calcutta cancel all vouchers and supporting documents when they are certified.

Consulate General Calcutta sends certified vouchers through Embassy New Delhi instead of sending them directly to the Bangkok Financial Service Center.

Informal Recommendation 19: Embassy New Delhi should install encryption devices and software at Consulate General Calcutta to transmit certified vouchers electronically to the Bangkok Financial Service Center.

A sign on the door of the Class B cashier office at Consulate General Mumbai shows the names of the authorized employees who can enter the office. Nonetheless, other consulate personnel have access to the office.

Informal Recommendation 20: Embassy New Delhi should require that only authorized personnel enter the Class B cashier area at Consulate General Mumbai.

Health Units

Consulate General Calcutta is holding onto a significant amount of excess medical supplies.

Informal Recommendation 21: Embassy New Delhi should require Consulate General Calcutta to dispose of excess medical supplies in accordance with Department regulations and procedures.

Human Resources

The federation of employees associations does not meet regularly with the front office and has been prevented from using DVCs to meet with colleagues and officers at constituent posts.

Informal Recommendation 22: Embassy New Delhi should meet at least quarterly with employee associations' representatives and should encourage and allow the committees to use digital video conferencing to air and understand the constituent posts' concerns.

Facilities Management

The consul general's residence in Chennai needs extensive repairs.

Informal Recommendation 23: Embassy New Delhi should direct the facilities management officer to visit and remain at Consulate General Chennai for sufficient time to review all U.S. government-owned properties and implement proper maintenance and repair.

Procurement

Consulates General Chennai and Mumbai do not use the Department's WebPASS application to expedite procurements and retrieve fund-cite data from Embassy New Delhi.

Informal Recommendation 24: Embassy New Delhi should provide the consulates with WebPASS electronic procurement capability.

Consulate General Chennai does not have a purchase card.

Informal Recommendation 25: Embassy New Delhi should provide bulk-funded purchase cards to facilities management staff of Consulate General Chennai and other agencies.

Embassy New Delhi has not permitted Consulate General Chennai to use blanket purchase orders to meet recurring requirements for maintenance, janitorial, and other supplies and services.

Informal Recommendation 26: Embassy New Delhi should provide appropriate funding and allow Consulate General Chennai to award blanket purchase orders.

One of the two warehouses on Consulate General Chennai's compound does not have shelving. As a result, items are difficult to find and inventory cannot be conducted efficiently.

Informal Recommendation 27: Embassy New Delhi should install shelving in Consulate General Chennai's main warehouse.

Consulate General Calcutta does not perform periodic, unannounced spot-checks on expendable and non-expendable property and obsolete items.

Informal Recommendation 28: Embassy New Delhi should ensure that the accountable property officer at Consulate General Calcutta performs periodic, unannounced spot-checks on expendable and non-expendable property.

Embassy New Delhi's warehouse is extremely dusty, and some property is not covered.

Informal Recommendation 29: Embassy New Delhi should protect all warehoused property from dust and other environmental effects.

Motor Pool

Embassy New Delhi's motor pool drivers do not always prepare the reverse side of the Vehicle Log, Form OF-108, despite the Department requirements.

Informal Recommendation 30: Embassy New Delhi should require its drivers to complete the reverse side of the Vehicle Log (Form OF-108).

Quality of Life

The embassy's newsletter is very long and, because it is published weekly, it is repetitive and not entirely useful. The same can be said for the newsletter at Consulate General Mumbai.

Informal Recommendation 31: Embassy New Delhi should review all of the community newsletters to ensure they are neither repetitive nor published too frequently.

Health Unit

There may be excessive administrative staff in Embassy New Delhi's health unit.

Informal Recommendation 32: Embassy New Delhi should review the need for the supply clerk (DLN-502003) and the medical aide (DLA-502004) in Embassy New Delhi's health unit.

American Community Support Association- Mumbai Commissary

Consulate General Mumbai's ACSA commissary's full-time employee orders and receives goods, performs inventories, collects payments, and performs all administrative duties. The part-time employee only places stock on shelves.

Informal Recommendation 33: Embassy New Delhi's American Community Support Association should separate the duties of its two employees in Mumbai to ensure adequate separation of duties and proper internal controls.

Mumbai American Recreation Association

There is no memorandum of understanding between Consulate General Mumbai and the Mumbai American Recreation Association that defines the services and support the consulate will provide.

Informal Recommendation 34: Embassy New Delhi should direct Consulate General Mumbai to enter into a memorandum of understanding with the Mumbai American Recreation Association that identifies the services and support the consulate will provide.

The Mumbai American Recreation Association's financial records are not maintained in accordance with the U.S. government's generally accepted accounting principles. Board members do not check the association's receipts and balance sheets monthly.

Informal Recommendation 35: Embassy New Delhi should direct the Mumbai American Recreation Association to maintain its financial records in accordance with the U.S. government's generally accepted accounting principles and review balance sheets and receipts monthly.

Information Management

The New Delhi IMO should be the reviewer of all IM staff at constituent posts. To make an accurate assessment of the IM staffs' performance, the IMO should visit twice a year.

Informal Recommendation 36: Embassy New Delhi should provide adequate funding to allow the information management officer to travel to each constituent post at least twice a year to review information management staff and operation.

Information Management Training

Embassy New Delhi provides training to new IM staff in IPC operations only, which does not expose them to all information technology operations of the embassy.

Informal Recommendation 37: Embassy New Delhi should include a training rotation in the information systems center for all information management staff.

Consulate General Mumbai is upgrading both the unclassified and classified networks to the latest Department-approved operating system, but no LES has had systems administrator training to support the new system.

Informal Recommendation 38: Embassy New Delhi should provide to Consulate General Mumbai's locally employed staff systems administrator training on the new operating system.

Dedicated Internet Networks

Embassy New Delhi and Consulate General Calcutta have secondary digital information networks that duplicate the capabilities provided by OpenNet Plus.

Informal Recommendation 39: Embassy New Delhi should remove Internet capabilities from information resource center workstations and reconfigure the network to operate as a standalone workgroup and direct the constituent posts to do the same.

Informal Recommendation 40: Embassy New Delhi should disconnect the remote Internet dial-in local area network and provide Internet capability to the Ambassador's residence through a local Internet service provider.

Informal Recommendation 41: Embassy New Delhi should disconnect the secondary integrated digital network connection from Consulate General Calcutta.

Standalone Workstations

Consulate General Mumbai has not requested a waiver from IRM to operate the standalone Internet workstation in the ACS section.

Informal Recommendation 42: Embassy New Delhi should obtain a waiver from the Bureau of Information Resource Management to operate the standalone Internet workstation in the American Citizen Services section in Consulate General Mumbai.

Local Change Control Board

Embassy New Delhi and its constituent posts have not implemented functioning, local CCBs that meet the Department's Information Technology CCB Standard Operating Procedures. Although Embassy New Delhi has documented local CCB standard operating procedures for mission India, the procedures are not being followed. The current version of the standard operating procedures does not allow each constituent post to have its own local CCB. Embassy New Delhi does not have a local CCB process for its networks.

Informal Recommendation 43: Embassy New Delhi should modify the current local change control board standard operating procedures to include allowing each constituent post to make decisions regarding its respective networks, in accordance with Department requirements and to inform the Information Management Officer of local change control board actions.

Informal Recommendation 44: Embassy New Delhi should implement mission-wide the revised local change control board standard operating procedures.

PRINCIPAL OFFICIALS

	Name	Arrival Date
Ambassador	David C. Mulford	02/04
Deputy Chief of Mission	Robert O. Blake	06/03
Chiefs of Sections:		
Administrative	James A. Forbes	08/04
Consular	William A. Bartlett	08/02
Political	Geoffrey R. Pyatt	08/02
Economic	Lee A. Brudvig	08/03
Public Affairs	Michael H. Anderson	09/02
International Narcotics and Law Enforcement	Laura L. Livingston	07/02
Regional Security	Nace B. Crawford	09/02
Consulates		
Consul General Calcutta	George N. Sibley	08/02
Consul General Chennai	Richard D. Haynes	08/02
Consul General Mumbai	Angus T. Simmons	08/02
Other Agencies:		
Foreign Agricultural Service	Chad R. Russell	08/02
Department of Defense		
Army Attaché	Col. Steven B. Sbotto	05/02
Air Attaché	Col. Jeffrey A. Paulk	07/04
Naval Attaché	Capt. Carlton Soderholm	01/04
Office of Defense Cooperation	Lt. Col. Danny S. Denny	06/02
Commercial Service	John E. Peters	07/03

	Name	Arrival Date
U.S. Agency for International Development	George Deikun	02/05
Centers for Disease Control and Prevention	Dora L. Warren	10/01
U.S. Department of Homeland Security		
Citizen and Immigration Services	Henry G. Eager	04/01
Immigration and Customs Enforcement	James L. Dozier	08/02
Drug Enforcement Administration	Alan G. Santos	11/01
Federal Bureau of Investigation	David A. Ford	09/03
Library of Congress	Laila Mulgaokar	01/03

ABBREVIATIONS

A	Bureau of Administration
ACSA	American Community Services Association
ACS	American citizens services
AIRC	American information resources center
A/RSO-I	Assistant Regional Security Officer - Investigator
CA	Bureau of Consular Affairs
CAJE	Computer-assisted job evaluation
CCB	Change control board
CLO	Community liaison office
CS	Commercial service
CSI	Container Security Initiative
CTJWG	Counter Terrorism Joint Working Group
DCM	Deputy chief of mission
DS	Bureau of Diplomatic Security
DVC	Digital video conferencing
EAP	Emergency action plan
EDP	Emergency destruction plan
EFM	Eligible family member
ELO	Entry-level officers
ELP	Entry-level personnel
EST	Environment, Science, and Technology
ESTH	Environment, Science, Technology, and Health
FAS	Foreign Agricultural Service
FBI	Federal Bureau of Investigation
FCS	Foreign Commercial Service
FMO	Financial management office(r)

FMS	Facilities management services
FPM	Fraud Prevention Manager
FPU	Fraud Prevention Unit
FS	Foreign Service
GSO	General services office(r)
G/TIP	Office of the Under Secretary for Global Affairs, Office to Monitor and Combat Trafficking in Persons
HR	Human Resources
IBRS	Internet-based registration system
ICASS	International Cooperative Administrative Support Services
IM	Information management
IMO	Information management office(r)
IMS	Information management specialist
INL	Bureau of International Narcotics and Law Enforcement Affairs
IPC	Information programs center
IPO	Information program officer
IRC	Information resource center
IRCLAN	Information resource center local area network
IRM	Bureau of Information Resource Management
ISC	Information service center
ISO	Information systems office(r)
ISSO	Information systems security office(r)
IT	Information technology
L	Office of the Legal Adviser
LES	Locally employed staff
LEWG	Law enforcement working group
LOA(s)	Letter(s) of Agreement
LRFP	Long-range Facilities Plan

M	Office of the Under Secretary for Management
MARA	Mumbai American Recreation Association
MCCA	Minister counselor for consular affairs
MOU	Memorandum of understanding
MPP	Mission Performance Plan
NCB	Narcotics Control Board (India)
NCC	Network Control Center
NIV	Nonimmigrant visa
NP	Bureau for Non-proliferation Affairs
NSSP	Next Steps for Strategic Partnership
OBO	Bureau of Overseas Buildings Operations
ODC	Office of Defense Cooperation
OES	Bureau of Oceans and International Environmental Scientific Affairs
OIG	Office of Inspector General
OMS	Office management specialist
OPIC	Overseas Private Investment Corporation
PAO	Public affairs office(r)
PAS	Public affairs section
PDNet	Public diplomacy network
RM	Bureau of Resource Management
RSO	Regional security officer
SA	Bureau of South Asian Affairs
SMS	Systems management server
TDY	Temporary duty
TIP	Trafficking in persons
TOD	Tour of duty
USAID	U.S. Agency for International Development
USIF	U.S. India Fund for Cultural, Educational and Scientific Cooperation

USIA	U.S. Information Agency
USIS	U.S. Information Service
VOA	Voice of America
WAE	When actually employed

~~SENSITIVE BUT UNCLASSIFIED~~

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